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ABSTRACT

This report presents the results of a study conducted by a professional research firm in order to answer 19 evaluation questions formulated by the Illinois Office of Education. A review and assessment of primary and secondary data sources was conducted, state and local bilingual education officials were consulted, and field data in a Chicago District and 21 districts outside Chicago were collected. The centers studied represent 10.4% of bilingual education students in the Chicago district and 45.6% of bilingual education students in downstate programs. The report has six sections and an executive summary. The main sections of the report are the following: (1) introduction on organization, purpose, and scope of the study, nature of the programs, evaluation questions, and the need for an evaluation model; (2) study approach and methodology; (3) administration of the bilingual education program being studied; (4) study findings regarding the program; (5) testing of students enrolled in the programs; and (6) recommendations for the transitional bilingual education program. (AMH)

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AN EVALUATION OF THE
STATE-FUNDED ILLINOIS
TRANSITIONAL BILINGUAL EDUCATION PROGRAM

FINAL REPORT

June 30, 1979

Submitted by:

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U.S. DEPARTMENT OF HEALTH,
EDUCATION & WELFARE
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EXECUTIVE SUMMARY

L. Miranda and Associates

EXECUTIVE SUMMARY

Background and Historical Perspective

Voluntary bilingual education programs, supported by local and supplemental State funds, have been operating in Illinois since 1971. In 1973, the Illinois General Assembly enacted Article 14C of the Illinois Revised Statutes, Chapter 122. This article requires school districts with attendance centers with 20 or more students of limited English proficiency who share a common home language background to operate a program of transitional bilingual education after July 1, 1976. In order to qualify for State funding, a district must submit an annual preapproval application and abide by the guidelines for transitional bilingual education published by the State Board of Education. Under the guidelines, students remain in the bilingual education program for three years, or until they are able to perform successfully in an all-English classroom.

A Bilingual Census, administered by the Program Evaluation and Assessment Section of the State Board of Education, has provided yearly counts of non-English language background students in the State since 1976. The Bilingual Census was expanded last year (1977-78) to include the number of students enrolled in bilingual education programs in addition to the number of students in need of bilingual education services. For the 1977-1978 year, 67,063 students of limited English proficiency were identified on the Bilingual Census; of this number, 32,686 or 48.7% were reported enrolled in bilingual education programs. Publication of Census information for 1978-79 is still being awaited at the time of preparation of this report.

One hundred new bilingual education programs became operational between the years 1975 and 1978 (from 126 to 226). During the 1977-78 school year, a total of 600 bilingual education teachers and 250 bilingual/bicultural teacher aides were working in State supported programs. State funds have increased from $12 million for FY-75 to $13.8 million for FY-78. Funding for the current year, FY-79, is approximately $14.6 million.

Currently, 67 districts operate State-funded transitional bilingual education programs in 19 out of 102 Illinois counties. Approximately one-third (22) of the districts receiving State funds are located in Cook County.

The largest single district is Chicago District 299, with a reported enrollment of 27,988 students, representing 78.4% of the 35,720 students reported enrolled in Illinois State-funded programs for FY 1979.

Overview of the Study

This Executive Summary highlights major findings and recommendations, presented in more detail in the body of this report, that have been developed based on an evaluation of the Illinois State-funded transitional bilingual education program. In order to reply to the 19 evaluation questions formulated by the Illinois Office of Education, LM&A has conducted a review and assessment of primary and secondary data sources; consulted with state and local bilingual education officials; and, based on a case study/site visit approach, collected field data in Chicago District 299 and 21 downstate districts operating bilingual education programs.

The samples of programs for onsite data collection were drawn in a manner designed to ensure that study findings reflect a broad spectrum of programs. A statistical probability sample was used to select 15 attendance centers operating bilingual education programs in the Chicago District. These attendance centers currently enroll 2,898 bilingual education students, or 10.4% of the District's 27,988 bilingual education students. For the 21 downstate Districts, a purposive sample was used to select up to a total of three attendance centers representing the primary, junior high, and high school level in each District. A total of 46 attendance centers were selected and visited by field personnel in the downstate Districts. According to the revised FY 79 Fiscal Summary prepared by the Illinois Office of Education, a total of 7,732 students are currently enrolled in bilingual education programs in 66 downstate Districts. The 21 Districts visited by LM&A for data collection purposes represent approximately one third of the total number of downstate Districts operating bilingual education programs. A total of 3,526 bilingual education students are enrolled in the 21 visited Districts according to the 1979 Fiscal Summary: this represents 45.6% of the 7,732 bilingual education students currently enrolled in downstate programs.

A case study approach to data collection was selected for the purposes of this study because LM&A's review and assessment of existing data bases available in summary form at the State and local district level indicated that little usable existing information could be obtained and analyzed from these sources within the resources of this study. Field data collection was preceded by training of data collectors and in each of the 22 Districts there were interviews with the District Superintendent, Bilingual Education Program Director, and a principal, a bilingual education teacher and from two to four cooperating teachers at each of the selected attendance centers. In addition, a total of 59 classroom observations were conducted and a random sample of 528 bilingual education student records and transitioned student records were examined during the field period. Interviews and review of individual student records were used as data collection methods because, as stated previously, written program documentation was often scarce or in a form that could not be readily analyzed. Results of review, assessment and analyses of all data collected with regard to the transitional bilingual education program have been highlighted in this Executive Summary. Due to the complex nature of bilingual education programs, each reader is cautioned to carefully review all the information contained in this report as opposed to relying exclusively on this summary for future use.

Two major sections follow:

- a summary of findings relating to the questions of concern raised by the Illinois Office of Education in the original Request for Proposals.
- a summary of recommendations for planning, operating, and evaluating the State-funded transitional bilingual education program.

To assist the reader in locating supporting documentation for the findings and recommendations presented below, chapter and section references are shown in parentheses for all topics addressed in the Executive Summary.

A. FINDINGS RELATING TO THE QUESTIONS OF CONCERN*

1. What is the total number of students by language level of limited English language proficiency? (IV.A)

   - For the 1977-1978 school year, the state-wide Bilingual Census identified 67,063 children of limited English proficiency including:

     - 12,681 students of Level I English proficiency,

     - 7,835 students of Level II English proficiency,

     - 13,644 students of Level III English proficiency, and

     - 32,883 students of Level IV English proficiency.

   - Although the computer print-outs consolidating the data from the 1978-1979 Bilingual Census have not yet been made available, Program Directors in the 22 sampled districts report 34,139 students of limited English proficiency in 1978-1979. Data by English proficiency level are not available. Comparison of numbers of students reported by districts in this study for 1976-1977 and 1977-1978 with Census information is of questionable validity because of variation in target population levels throughout the school year.

   - The degree of confidence that can be attached to the distribution of students by language level is limited by: differences in definitions of language proficiency classifications operating in the districts; by the expressed dissatisfaction with language Level IV; by the limited utility of the five State definitions when three are the ones predominantly used; their limited usefulness for the intended purpose of assessing English language proficiency for educational programming; and, by varying assessment techniques utilized by bilingual program personnel. The Chicago school district which accounts for 78.4% (27,988) of the total number of students enrolled in state-funded bilingual education programs in FY 79 (35,720) uses language proficiency classifications that differ from State classifications. The Chicago classifications were developed in compliance with court order and DHEW requirements. Assessment techniques differ from district to district and in some cases from school to school within districts.

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* See Glossary for definition of terms.

2./3. **What is the total number of students enrolled in all bilingual education programs and what is the total number of students enrolled in transitional bilingual education programs?** (IV.A)

- A total of 35,720 students are currently enrolled in districts receiving State funds for transitional bilingual education programs. According to the revised 1979 Fiscal Summary, there are 7,732 students enrolled in programs receiving State funds in 66 downstate districts. Chicago District 299 reports an enrollment of 27,988 bilingual education students.

- Program Directors in the 22 sampled districts report enrollment of 31,418 students in the bilingual education programs operated by those districts in 1978-1979.

- Because districts generally operate a single bilingual education program supported by Federal, state and local funds, it is not possible to report the number of students entirely supported by State funds for transitional bilingual education programs.

4. **What is the total number of students by language level of limited English language proficiency who are not being served by any type of bilingual education program?** (IV.A)

- The Bilingual Census indicates that a total of 34,377 students of limited English proficiency, or 51.3% of the 67,063 identified were not enrolled in a bilingual education program in 1977-1978. Comparable information for 1978-1979 is not yet published by IOE although data were collected in September, 1978.

- Those students not enrolled may be most frequently those of Level IV proficiency because the majority of bilingual education teachers report that those students who are enrolled in their bilingual education classes are those most in need of bilingual education services (English language proficiency Levels I, II, III and for Chicago, proficiency categories A and B).

- The English language proficiency levels or the proficiency categories of those students not enrolled in the bilingual education program cannot be determined based on the Bilingual Census which does not collect that information.

- For this study, 16 Program Directors (including the Chicago school district) report 2,721 students of limited English language proficiency not enrolled in bilingual education programs in the 22 sampled districts in 1978-1978. This represents about 8% of the 34,139 students identified by the Program

Directors as being classified at English language proficiency Levels I - IV. Discrepancies between the 51.3% not enrolled in 1977-78 based on the state-wide Census and the 8% not enrolled as reported by the 22 Program Directors in the 22 districts included in this study may be attributable to: (1) enrollment adjustments during the school year; and/or (2) the fact that all districts included in this study have enrolled 20 or more students of limited English language proficiency of the same non-English language background in one attendance center making a program in these districts mandatory. (It should be noted again that limited English language proficiency students in the Chicago school district are classified in three instructional categories rather than the five proficiency levels defined by the State of Illinois.)

5./6. What entrance/exit criteria are utilized to determine student participation in the transitional bilingual education program and are the entrance/exit criteria appropriate? (IV.C)

- Both entrance and exit criteria for the transitional bilingual education program differ from one district to another. In some cases they also differ among attendance centers within districts. The criteria used within the Chicago school district are prescribed at the district level.

- The most commonly used procedure for determining entrance into and exit from the program is teacher judgment in the opinion of 22 interviewed Program Directors and 60 interviewed bilingual education teachers. However, teacher judgment is most frequently used in combination with a variety of other methods in the total responses received from the 22 Directors.

    - Eight of the 22 Program Directors interviewed (36.4%) cite student classification into limited English language proficiency Levels I-III as the main determinant for entrance into the program. Six Directors (27.3%) report parental request or approval and four (18.7%) indicate bilingual teacher assessment. An additional four Directors report the use of standardized tests.

    - Bilingual teacher assessment is mentioned by 38 of the 60 bilingual education teachers (63.3%) as the main determinant for entrance into the program. Standardized and diagnostic tests are utilized by 32 teachers (53.3%) and 26 teachers (43.3%) cite referral by other teachers. Teacher-made tests are reported by 20 bilingual education teachers (33.3%).

- Eleven Program Directors (50%) report bilingual teacher assessment as the procedure used to determine exit from the program. Student achievement at grade level is cited by five Directors (22.7%) and an additional five Directors report a student's ability to express himself/herself at English language proficiency Level IV.

- Twenty-one bilingual education teachers (35%) indicate the use of standardized tests for determining exit from the program. Teacher assessment is reported by 20 bilingual education teachers (33.3%) and 15 teachers (25%) cite a student's ability to achieve in an all-English classroom.

• The complex diversity of methods currently being used to determine entrance into and exit from the program as well as a heavy reliance on teacher judgment, tend to highlight differences rather than similarities between programs. Data regarding precise entrance and exit criteria or standards were generally not made available to LM&A. The adoption of clearly defined, objective criteria for entrance and exit on a state-wide basis is a necessary prerequisite for cross district evaluations. Absence of clearly defined standards and criteria is not appropriate.

• Responses of Program Directors, principals and bilingual education teachers with regard to entrance/exit criteria differ. These generally address procedures used rather than criteria, reflecting a lack of consensus. Given that most respondents mentioned the use of at least two procedures, the weight assigned to the combination of procedures was not reported, making it impossible to assess the standards which are applied in determining program entrance/exit, especially in light of the unavailability of test scores at a centralized source, and the variability of testing instruments used (89 tests). The reported frequency of test use does not coincide with the frequency of use observed in 528 sampled student records. Of 71 tests reported being in use, 30 were not found on the sampled student records. Use of single measure or procedure would not be appropriate; current use of more than two procedures is, reducing the potential incidence of misclassification.

7. To what extent do students in the transitional bilingual education program make gains in English language skills? (IV.D)

- District and attendance center personnel report that children make more rapid progress in understanding and speaking English than in reading and writing English.

- Longitudinal scholastic data was reviewed on 149 elementary and 117 secondary bilingual education student records enrolled in Chicago and downstate programs. Results of the analysis reveal that the percentage of elementary students receiving excellent grades has increased over time while unsatisfactory grades have decreased slightly. Grades of enrolled secondary students have shown less marked fluctuations over time.

  - While only 19.7% of the elementary bilingual education students whose records were reviewed and whose records provided longitudinal data received grades of "A" or "B" or "excellent" in English language arts in 1976-1977, the percentage receiving these grades has increased to 36.6% in 1978-1979.

  - Between 1976 and 1978, the percentage of elementary bilingual education students receiving "D", "E" or "unsatisfactory" grades has decreased (from 15.6% in 1976 to 10.7% in 1978).

  - Enrolled secondary students receiving excellent grades in English language arts increased from 37.9% in 1976 to 39.3% in 1978.

  - From 1976 to 1978, the percentage of enrolled secondary students receiving "D", "E" or "unsatisfactory" grades declined from 21.8% to 19.7%.

The 1978 Chicago Bilingual Program Evaluation Report indicates that 1,148 students at English proficiency Levels I-III in the Chicago bilingual education program, between December 1977 and June 1978, made four to six month gains in English Continuous Progress Mastery Learning (CPML) reading levels.

8. To what extent do students in the transitional bilingual education program make gains in mathematics and other subject areas? (IV.D)

- District and attendance center personnel report that students enrolled in the transitional bilingual education program are making good to excellent progress in math at all grade levels. Progress in social studies is generally rated as good while progress in science is reported between some and good.

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- A review of 264 elementary and 133 secondary student records in 22 districts shows more gains being made in subject areas by bilingual education students enrolled at the elementary level than those at the secondary level for the three year period, 1976-1979. For the same time period, the percentage of enrolled students receiving unsatisfactory grades has decreased slightly for elementary students and increased slightly for secondary students.
  - From 1976 to 1978, the percentage of enrolled elementary students receiving "A", "B" or "excellent" in mathematics climbed from 22% to 31.6%; the percentage receiving high grades in social studies rose from 13.1% to 28.2%; and the percentage receiving high grades in science increased from 12.9% to 20.3%.
  - During the same time period, the percentage of enrolled elementary students receiving "D", "E", "F" or "unsatisfactory" grades decreased from 14.6% to 10.1% in mathematics; the percentage receiving unsatisfactory grades in social studies dropped from 11.5% to 5.6%; and the percentage receiving unsatisfactory grades in science increased slightly from 8.1% to 11.6%.
  - Approximately one third of the secondary enrolled bilingual education students whose records were reviewed and whose records provided longitudinal data received grades of "A", "B", or "excellent" for mathematics, social studies, and science during the three year period.
  - From 1976 to 1978, the percentage of secondary students receiving unsatisfactory grades in mathematics climbed from 12% to 19.2% and increased in social studies from 30% to 35.6%. For science, the percentage receiving unsatisfactory grades declined from 31.1% to 24.1%.

The 1978 Chicago Bilingual Program Evaluation Report indicated that students enrolled in bilingual education programs in the Chicago public schools made more gains in mathematics than in reading between December 1977 and June 1978, as measured by the ITBS and the Continuous Progress/Mastery Learning Levels. Students rated high in English language proficiency by their teachers gained twice as much as those given low ratings.

9. Do students in the transitional bilingual education program exhibit growth in self-esteem? (IV.D)

- Nineteen out of 22 interviewed Program Directors state that enrollment in a bilingual education program has a positive effect on a student's self-esteem. One Program Director reports that self-esteem decreases with enrollment in the program and one Director indicates that self-esteem increases for elementary level students but decreases for secondary students. Reasons which are given for decreased self-esteem include feelings of isolation from the majority culture and poor academic achievement. One Program Director did not respond to the question.

- Fifty-seven out of 60 interviewed bilingual education teachers indicate that a student's self-esteem increases upon enrollment in the program. Factors which increase a student's self-esteem in the opinion of the teachers include: the ability to achieve in the home language prior to achieving in an all-English environment; increased feelings of cultural identity; and, being made to feel a part of the school environment. Three bilingual education teachers state that self-esteem decreases upon enrollment in the programs. Reasons which are given include isolation from English speaking peer groups and feelings of failure.

10./11. What evidence reflects the "transitional" component of the transitional bilingual education program? (IV.C)

- Administrators reflect an understanding of the transitional nature of the program in their description of its goals and purposes. For the purpose of this study, "transitioned student" has been defined as a former bilingual education student who has achieved a level of English language skills which will enable him/her to perform successfully in classes in which instruction is given only in English.

- Thirty-six out of 61 interviewed principals (59%) in the 22 districts report that the bilingual education curriculum is similar to the all-English curriculum, thereby assuring that children enrolled in the program will have the content knowledge necessary to achieve in an all-English classroom.

- Twenty principals (33%) indicate that the bilingual education curriculum is somewhat different from the all-English curriculum: differences include a greater language component and a greater emphasis on the cultural heritage of the non-English language background students. Of the remaining five principals, two state that there is no standardized curriculum for bilingual education students; one principal reports more language arts and math in the curriculum; another principal indicates that goals, skills, and methods remain the same while content may vary; and one principal did not respond to the question.

- Coordination between all-English and bilingual education program instruction only occurs in over half of the 61 attendance centers visited, as reported by principals. Coordination through informal channels is reported by approximately 65% of the interviewed principals. Thirty-five percent report using a committee structure.

- All teachers emphasize the transitional nature of the program prepares students for an all-English classroom. Emphasis is placed on using English for part of the instructional program with students being placed in an all-English classroom for some instruction while they are still enrolled in the program. Students are then transitioned when they are able to achieve in an all-English setting.

- A student of average ability entering the transitional bilingual education program at English proficiency Level I would remain in the program for three years or less according to 70% of the district and attendance center personnel interviewed in the 22 districts. Twenty-three percent indicate such a student would be enrolled for more than three years, and 7% report that length of enrollment would depend on the student's age at the time of entry to the program, with students entering at an eariler age spending less time in the program.

12. How are students characteristically transitioned from the bilingual education program into the all-English program? (IV.C)

- The transition process is usually gradual with the student placed in an all-English classroom for some part of his/her instruction, although in many of the attendance centers visited, the process is not clearly described. This occurs immediately in a pull-out model, and in a self-contained model; gradual introduction of instruction in English occurs after the student demonstrates some level of English comprehension.

13. How many students have been transitioned? (IV.A)

- There are no state-wide data on the number of students who have been transitioned to date; this information has not been part of the State's reporting system in the past although a newly developed survey is in progress. The degree of confidence that can be attached to the transition rates is limited by: variations in transition rate from district to district; the lack of availability of data at the district level, as evidenced by the low response rate (only 12 of the 22 sampled Program Directors, all for downstate, reported transition data); and the disparity between transition rates as reported by Program Directors and bilingual education teachers.

- Not all sampled district personnel (including Chicago District 299), could provide data on transitional students, however, 12 of the 22 downstate Bilingual Program Directors indicate:
  - 198 students transitioned out of a total reported enrollment of 1,857 students in 1976-77, yielding a transition rate of 10.7% for the responding districts.
  - 299 students transitioned out of a total reported enrollment of 2,065 students in 1977-78, yielding a transition rate of 14.5%; and
  - 249 students transitioned out of a total reported enrollment of 1,488 students in 11 districts are expected for 1978-79, yielding a transition rate of 16.7%.
- In 10 out of the 12 districts for which Bilingual Program Directors reported transition rates, 19 bilingual education teachers were able to report a 1978-79 transition rate for their students. The teachers report the transitioning of 121 out of 501 enrolled students for 1978-79, yielding a rate of 24.3%. This rate includes students already transitioned and those projected for transition at the close of the school year.
- As opposed to the responding districts, the ten districts unable to provide transition data contained a greater number of bilingual education programs that had been in operation for a shorter length of time. In addition, Bilingual Directors were more likely to be serving in a dual capacity (i.e., the Bilingual Director is also the principal).
- Fifteen bilingual education teachers interviewed in Chicago for this study project a 29.5% transition rate for their 1978-79 enrolled students, including those to be transitioned at the end of the school year.

The 1978 Chicago Bilingual Education Evaluation Report indicates an 8% transition rate for the City of Chicago from September,1977 to June, 1978. Contrary to LM&A's study, this figure excludes those students transitioned between June and September and focuses on transition from one proficiency category to another, rather than on transition out of the program.

14. To what extent are students who have been transitioned prepared to achieve at a rate commensurate with their age, grade level and ability in all subject areas? (IV.D)

- A majority of the Bilingual Program Directors interviewed indicate that the transitioned students are able to perform at a rate commensurate with their age, grade level and ability in mathematics, social studies, and science. Most of the remaining Program Directors indicate students performing below that level, except in mathematics where transitioned students were reported to be achieving both above and below grade level.
  - Sixteen out of 22 Bilingual Directors (72.3%) report transitioned students achieving at level in mathematics. Two Directors reported students achieving below level; one Director reported students achieving above level and three Directors did not respond to the question.
  - Thirteen out of 22 Bilingual Directors (59.1%) indicate transitioned students achieving at level in social studies. Five Directors report achievement below level and four Directors did not respond to the question.
  - Fourteen out of 22 Bilingual Directors (63.6%) state that transitioned students are achieving at level in science. Four Directors report achievement below level and four Directors did not respond to the question.
- In English language arts, one-half the Bilingual Program Directors report that the students are achieving commensurate with their age/grade level and ability, and one-half report achievement below that level.
- A sample of 397 enrolled and 131 transitioned student records in the 22 sampled districts reveals that the percentage of transitioned students receiving grades of "A", "B" or "excellent" appears to exceed the percentage of currently enrolled students receiving these grades in all subjects at the secondary level and in most subjects at the elementary level.
  - For 1977-78, the percentage of transitioned students at the elementary level receiving excellent grades in English was 37%. Only 29.8% of the enrolled bilingual education students received excellent grades.
  - During the same year, the percentage of transitioned students at the secondary level receiving excellent grades was 51.5%. Only 38.6% of enrolled bilingual education students at the secondary level received excellent grades in English for 1977-78.

15. What effect does the transition of students from the transitional bilingual program into the all-English school program have on students' self-esteem? (IV.D)

- Ten of the 22 interviewed Program Directors report that transition has no effect on the students' self-esteem; seven report that the students' self-esteem increases after transition; and two indicate that self-esteem declines. Three individuals did not respond to the question.

16. What types of teacher characteristics and staffing models appear to correlate with improved student performance in transitional bilingual education programs? (IV.B and D)

- Bilingual education teachers in the 22 sampled downstate districts report frequent use of the pull-out model.
- Small group/individualized instruction, often times cited as a factor in student gains in achievement, is used in downstate classrooms in 74 instances -- over half of the 58 recorded observations by data collectors (three observations per classroom); and in 23 instances out of 39 in Chicago classroom observations.
- Twenty six out of 45 observed downstate classrooms (58%) used aides; 30% of the 15 Chicago classrooms observed had teacher aides.
- There is a relationship between socioeconomic status (SES) district and use of teacher aides: more teacher aides are used in districts of high socioeconomic status; those in low SES districts tend to have fewer aides; 81.3% of the 16 observed classrooms in high SES districts had teacher aides; 33% of the 27 classrooms observed in low SES districts (including the Chicago school district) had aides.
- Only a longitudinal study can reliably determine those characteristics that can be correlated with student gains.

[The 1978 Chicago Bilingual Program Evaluation Report indicates that small group and individualized instruction may be related to increased subject gains. In addition, the report indicates that during the 1977-78 school-year, students enrolled in programs using a pull-out model scored higher on the Iowa Test of Basic Skills vocabulary and reading comprehension tests and the Continuous Progress Mastery Learning levels than students enrolled in other types of programs. It was not clear, however, that the program model was the primary factor contributing to this result.]

17. What are the unanticipated effects (affective and cognitive that are evident from and attributable to the presence of transitional bilingual education programs in the total school environment? (IV.D).

- Forty-eight out of 60 interviewed principals (80%) in the 22 districts state that the bilingual education program has had a positive effect on the total school environment. In the opinion of the principals, the program has impacted on the school environment by: exposing teachers and the general student body to other cultures; bridging the language gap between regular teachers and non-English language background students; aiding in the disappearance of disciplinary problems; and providing an academic and social outlet for limited English speaking students. Nine principals state that the program has no effect on the school environment; two principals report the appearance of scheduling and logistical problems; and one principal did not respond to the question.

- Interviewed parents in 20 out of 22 sampled districts report that the presence of the bilingual education teacher is the single most important program element contributing to the cognitive development of their children. Additional factors noted by the parents include peer group association, availability of curriculum materials, and audio-visual aids.

- State-wide data on specific affective and cognitive effects are not available because this information has not been a part of the state's reporting system.

18. What have been the effects of transitional bilingual education programs on attendance of participating students? (IV.D)

- The sampled student records in the 22 districts indicate 89 out of 154 or 57.8% of the students in bilingual education programs whose records were reviewed and whose records provided data, were absent less than 12 days during the 1976-77 academic year. During the 1977-78 academic year, 162 out of 250 or or 62.5% of the students in bilingual education programs were absent less than twelve days. Data for 1978-79 were not complete at the time of this study.

The 1978 Chicago Bilingual Program Evaluation Report indicates that an analysis of the attendance records of 1,148 sampled bilingual education students in Chicago shows an attendance rate of 92% compared to 90.2% attendance rate city-wide in FY 1977.

19. To what extent has there been parent and community involvement in the transitional bilingual education program and what has been the impact of this involvement? (IV.3)

- Over half the Bilingual Education Program Directors in the 22 districts report that the parents' participation is most frequent at meetings with teachers about their children's progress and at attendance center social activities. Participation is reportedly least frequent at PTA meetings, classroom activities, and Parent Advisory Committee meetings.

- Twenty-three percent of the attendance centers visited in the 22 districts report that parent aides are used in the transitional bilingual education program.

- Interviewed parents are generally supportive of the program and indicate that children are making good academic progress.

- Bilingual Program Directors were asked to comment on the impact of participating parents in the 22 sampled districts. Fifteen out of 22 Program Directors (68%) indicate that parents have had a positive impact on bilingual education programs.

    - Of the fifteen Program Directors reporting a positive impact, nine Directors report parents aiding in the development of suggestions and strategies that have been later incorporated into the program. Four Directors indicate that the parents' impact has been largely cooperative and supportive (attending meetings, responding to teacher requests, etc.). Bilingual Program Directors in two districts report the existence of strong Parent Advisory Committees that maintain close contact with the bilingual education classrooms.

    - Seven Program Directors (32%) report little or no impact on the part of participating parents. Many of these parents feel that it is not their role to create programs and provide bilingual education for their children. Such activities, in the opinion of the parents, are more properly handled by the Program Director and the bilingual education teachers.

B. FINDINGS AND RECOMMENDATIONS FOR PLANNING, ADMINISTERING, AND EVALUATING THE STATE-FUNDED TRANSITIONAL BILINGUAL EDUCATION PROGRAM

1. Program Policy

- The State of Illinois should revise program goals to more accurately reflect a consensus between program direction and expected outcomes.

- State Rules and Regulations should be modified to reflect new program goals and clarify operating procedures for the transitional bilingual program:

  - Section 1.08, the 90-minute ruling for home language instruction may or may not be equally important for all students as they differ by age, ability, and English and home language proficiency at the point of program entry.

    In addition, Section 1.08 emphasizes instruction in native language to include the history and culture of the native land of the students or of the parents, in its definition of a program in transitional bilingual education. Discussions with State and District officials revealed a primary concern with acquisition of English language skills, gains in English proficiency as opposed to the total stated program of instruction defined in this section. The focus of the program needs to be reviewed as part of the revision of program goals to reflect actual expectations, particularly in light of this study's finding that home language proficiency is the single most important factor influencing bilingual program students' progress in English.

  - Section 1.09 and 14.01-03, the Parent Advisory Committee needs to play a more uniformly active role, especially in light of the reported finding that parental support, home environment and previous educational experience are particularly important in the student's achievement. Guidelines for achieving substantive parental involvement need to be outlined.

  - Section 1.11, the five English language proficiency levels need to be reassessed in light of the multi-definitions currently being used, their number and linguistic function.

  - Section 3.02, guidelines for submitting preapproval application also need review.

- Section 4.01, responsibility of the Superintendent: office needs to be more clearly delineated in light of the need for state-wide program direction.

- Section 4.02, duties and responsibilities of the local Program Director may be revised to strengthen management of the program.

- Section 7.01, required programs need to be reviewed to more accurately reflect the intent of Article 14C, or to further clarify the ambiguous language which appears to provide for the enrollment in the transitional bilingual education program of every school-age child regardless of the 20 or more rule.

- Section 8.02, the annual testing section may be revised to reflect more uniformity in expectations and use in monitoring and evaluation, as well as consistency with language proficiency levels (i.e., aural comprehensive, speaking, reading and writing of English).

- Section 10.01, the number of students required to warrant a teacher's aide should be reviewed in light of experience and alternative program designs.

- Section 10.05, the adequacy of records on students' education level requires a review to reflect more consistency and uniformity. The exact records a district is required to keep concerning the bilingual education program should be reviewed in light of informational needs and documentation for future reference.

- Section 16.01-2, the reimbursement for costs, excess costs formula, timing and flexibility of that approach may need to be reviewed to reflect individual goals and program administration needs.

- A state Bilingual Education Program Committee should be established by IOE as a vehicle for obtaining local input to the program's decision-making process.

- The state-wide Bilingual Advisory Council functions and composition should be reviewed to determine whether or not that body can perform the recommended role.

- An indepth study should be made of the appropriateness and utility of current levels of language proficiency designation

  The study should take into consideration the following recommendations:

  - the need for consistent, uniform state-wide criteria and definitions of English language proficiency as a means of achieving uniformity in identification and classification of students;

- reduction of the State definitions for five levels of English language proficiency to three, to include: addition of reading and writing skills to current speaking and understanding so that all four key language domains are assessed; deletion of Level IV definition, which combines academic achievement, language and culture, making it problematic to separate English language proficiency from possible learning difficulties.

- the assessment of English language proficiency in terms of the use to be made of the information educational programming, not English language development of achievement

2. Framework for a Management Information System

- IOE should establish a management information system to maintain complete, accurate, uniform, and comprehensive program data.

- The components of the MIS should reflect the program's structure and operation.

I. Program Context

- size of district and student population
- geographic location
- socio-economic status
- size of target population and its characteristics
  - total number of students of non-English background by district and attendance center
  - total number of identified students by limited English language proficiency level by district and attendance center
  - total number of enrolled students by limited English language proficiency levels by district and attendance center
- mobility of student population and target population

II. Program Design

- program funding by source
- total enrollment by district and attendance center
- length of time program has been in operation
- entrance and exit criteria by district and attendance center
- home languages taught by district and attendance center
- curriculum and teaching schedule by attendance center
- instructional strategy by classroom

II. Program Design (cont.)

- program model
- measures of progress
  - gains in English language proficiency
  - gains in home language proficiency
- achievement in home language by subject area
- record of gains
  - changes in English language proficiency levels
  - changes in home language proficiency
  - changes in achievement by subject in English
  - changes in achievement by subject in home language

III. Program Results

- overall transition rate (number of students transitioned to all-English classrooms over total enrollments)
- comparison of achievement in English by subject for students transitioned with achievement English when transitioned

IV. Administration

- Roles or functions of
  - superintendent
  - program director
  - principals
  - bilingual education teachers
  - cooperating teachers
  - aides
- Description of program planning process
- Role of parent advisory group
- Description of program monitoring process
- Description of program evaluation process

V. Classroom Staffing Characteristic(s)

- Bilingual education teachers
  - number
  - years of experience teaching bilingual education

V. Classroom Staffing Characteristic(s) (cont.)

- Bilingual Education Teachers (cont.)
  - home language
  - languages taught by subject and grades
  - certification
- Teacher/aide ratio

3. Program Administration

- It is IOE's responsibility to establish a framework to guide planning, operation and evaluation of the transitional bilingual education program as follows:
  - modification of the timing of the Bilingual Census and the purpose so as to assist in assessment of the need for bilingual education services in the State,
  - additional assistance in program planning and preparation of the preapproval application, to include development of a handbook for completion of application,
  - monitoring of administrative and programmatic aspects of the program, and
  - provision of technical assistance and state-wide dissemination of successful approaches and programs.
- At a minimum district level administrator responsibilities should include data compilation, program planning and evaluation of bilingual education teachers.
- The attendance center should be acknowledged as the key unit for data generation and implementation of the transitional bilingual education program.

4. Evaluation and Testing

- It is recommended that IOE implement a goal-based evaluation model supplemented by special studies to determine context and design variables that affect student performance.
- Standardized testing administered consistently over several years is needed to support a goal-based evaluation model.

4. Evaluation and Testing (cont.)

- testing is necessary to measure progress in English Language proficiency, gains in home language, mathematics and reading achievement.

- IOE should develop a required list of a minimum of four English language proficiency tests to insure a uniform process of test selection and the adoption of criteria. The local education agency would be required to administer the approved tests for specified purposes, and at their discretion could administer additional tests not on the required list.

- Testing should be conducted at the same time annually to produce a longitudinal data base.

- All test scores should be recorded in a consistent and accessible form.

- Initial evaluation efforts should focus on answering questions that are amenable to immediate analysis and can provide guidance for design of a system.

  - Analysis of progress using the Chicago data base if appropriate improvements are made in the manner in which these data are collected, defined, and maintained as recommended in Appendix F.

  - Special studies of program design variables that can be correlated with improved performance, for example:

    - Design variables that can be correlated with improved performance.

    - Extent that home language proficiency affects a student's gains in English language skills.

    - Effect of district's socio-economic status on student achievement.

    - The correlation of teacher characteristics to student achievement.

    - Influence of the presence of teacher aides on student performance

    - The correlation between small group and individualized instructional formats with improved student performance.

    - The appropriateness of procedures being used as entrance/exit criteria.

    - State of Illinois criteria for test selection and an analysis of the program's testing needs.

Glossary of Terms

1. State Funded Transitional Bilingual Education Program - a bilingual education program for which a preapproval application has been submitted and funds have been allocated through the Illinois Board of Education. All transitional bilingual education programs are subject to rules published by the State, "Rules and Regulations for Transitional Bilingual Education."

2. English Proficiency Levels - Five levels of English language proficiency are outlined in the guidelines for the 1978-79 Public School Bilingual Census. Levels I - IV designate a student as "limited English proficiency" while Level V is used to identify students whose academic achievement is normal for grade level. Chicago District 299 utilizes proficiency categories A, B and C to designate limited English language proficiency.

   State levels of language proficiency are:

   I. The student does not speak, understand or write English, but may know a few isolated words or expressions.

   II. The student understands simple sentences in English, especially if spoken slowly, but does not speak English, except isolated words or expressions.

   III. The student speaks and understands English with hesitancy and difficulty. With effort and help, the student can carry on a conversation in English, understand at least parts of lessons and follow simple directions.

   IV. The student speaks and understands English without apparent difficulty, but displays low achievement indicating some language or cultural interference with learning.

   V. The student speaks and understands both English and the home language without difficulty and displays normal academic achievement for grade level.

   In the Chicago public schools:

   Level A - Speaks and understands little or no English and needs all content area instruction in home language.

   Level B - Speaks and understands some English but needs some instructions in home language.

   Level C - Speaks and understands English well enough to participate in a classroom in which only English is used.

3. Enrolled Student - A bilingual education student who has been classified at English language proficiency Level I, II, III or IV, or Chicago's proficiency categories, and receives no less than 90 minutes of instruction daily through his or her home language.

4. Transitioned Student - A former bilingual education student who, having reached English language proficiency Level IV or V, or proficiency category C. has been placed in an all-English program of instruction.

5. Bilingual Education Program Director - The District manager of the transitional bilingual education program.

6. The Public School Bilingual Census - The Research and Statistics Section of the Illinois Board of Education conducts a yearly bilingual census in each school district. On September 30 superintendents in the school districts must complete a census form indicating numbers of students by home language and English language proficiency Levels I-IV residing in the district. In addition, superintendents must list numbers of students enrolled in bilingual education programs throughout the district (by home language).

7. Entrance/Exit Criteria - Requirements that are used by a district to guide entry into the bilingual education program or exit from the bilingual program into an all-English program of instruction. Criteria or procedures used by the districts include tests, bilingual education teacher judgment, referral and requests from parents.

8. Standardized Tests - Standardized tests, as opposed to teacher-made tests, are those tests for which local or national norms are available. Standardized tests frequently utilized in Illinois for the purpose of assessing bilingual education students include the James Language Dominance Test, the Boehm Test of Basic Skills and the Functional Language Assessment.

9. Self-Contained Program Model - A bilingual education program model where students receive all instruction in their home language from the same bilingual education teacher and in the same classroom throughout the day.

10. Pull-Out Model - A bilingual education program model where students are exposed to a variety of teachers and classroom approaches. Typically, the bilingual education student spends varying amounts of time with the bilingual education teacher depending on his or her English language proficiency Level. The remaining part of the day is spent in one or more all-English classrooms.

11. Sampled Student Records - a random sample of 528 bilingual education students' cumulative records was examined for the study. The sample included records of 397 enrolled and 131 transitioned students. Contents of the cumulative records which were examined include: (1) dates of enrollment and/or transition; (2) attendance (1976-1979); (3) grades (1976-1979); and (4) tests administered (1976-1979).

12. Transition Rate - The number of bilingual education students transitioned during or at the close of the school year expressed as a percentage of all bilingual education students enrolled in programs during the year.

13. Continuous Progress Mastery Learning Levels - A math and reading program used in the Chicago public schools that is based on learning blocks or work called "levels". In order for a student to pass into a subsequent level, he/she must pass criterion-referenced tests administered by teachers. The tests are related to key objectives that have been covered during the student's instructional program.

14. Iowa Test of Basic Skills (ITBS) - A standardized achievement test used to measure gains in reading comprehension, vocabulary and mathematics. This test is used widely in Chicago and the downstate districts.

15. Affective effects of the transitional bilingual education programs - Those factors concerning a bilingual education program that would impact on a student's self-esteem or perception of self.

16. Cognitive effects of the transitional bilingual education program - Those factors concerning a bilingual education program that would impact on a student's achievement in subject areas.

CHAPTER I

INTRODUCTION

L. Miranda and Associates

I. INTRODUCTION

The Illinois State Board of Education recognizes bilingual education as a state-wide priority. For example, authorizations of state funds to support the transitional bilingual education program have increased from $12 million in FY75 to $13.8 million in FY78 under Public Law 78-727. State appropriations for FY79 are approximately $14.6 million. Yet critical questions about the efficacy of the state program remain to be answered.

This study is part of the Illinois Office of Education's continuing effort to more accurately describe the status of the bilingual education program and strengthen the evaluation methods for assessing program performance. Illinois is one of the first states to conduct a study of this type. Through the Illinois Office of Education issues in such areas as program direction and management, resource allocation and accountability are addressed. These issues are, of course, not unique to the transitional bilingual education program. The complexities of federal, state and local funding sources, differing expectations, and dissatisfaction with current bilingual education program goals in Illinois, however, make the task more difficult.

A. ORGANIZATION OF THE REPORT

The report is organized as follows:

- Chapter I gives a brief discussion of the Illinois transitional bilingual education program and describes the purpose and scope of this study.
- Chapter II describes the approach used to conduct the evaluation study.
- Chapter III discusses the State Administration of the Transitional Bilingual Education Program, its structure, and responsibilities.

- Chapter IV presents key findings from a study of sampled districts, including the context in which the transitional bilingual education program operates, program management, program design and outcomes and results.

- Chapter V describes the testing programs used by local districts and the strengths and weaknesses of the tests.

- Chapter VI sets forth recommendations.

- Appendices are attached for more detailed information, including individual district narratives for each of the twenty-two Illinois school districts in the sample. Also included are: the Illinois Office of Education Advisory Panel for this study; a list of sampled districts and schools within each district; data collection materials developed for training collectors and their training; a plan for the analysis of the computerized data for District 299; and, a list of persons who contributed to this study.

B. PURPOSE AND SCOPE OF THE STUDY

The principal purposes of this study are to:

- Conduct a well-planned evaluation of the Illinois transitional bilingual education program,

- Provide a state-wide perspective on the current, as well as long-term, impacts of the program, and

- Develop recommendations for future evaluation of the program state-wide.

As originally conceived, the study was to assess a base of readily available data on the Illinois transitional bilingual education program for fiscal years 1977 and 1978, conduct a concurrent data collection for 1978-79 and develop a comprehensive system design for future state-wide evaluation of the program. In reality, and with the approval of key Office of Education officials, the study focus had to be rethought to allow for an expanded data collection effort to include all three years in order to be responsive to the Illinois office of Education needs. This action was necessary because of the clear limitations with existing data, both in terms of scarcity and inaccessability. To describe the program and answer the key questions posed about the program, a case study approach was used, encompassing a sample of 61 schools representing 22 school districts.

In order to ensure a reliable representation of all Illinois districts operating transitional bilingual education programs, a purposive sample was utilized to select the 22 districts which form the basis of this report. Criteria for selection included: geographical location; size of the bilingual education program; number of students served; length of time the program has been in operation; and diversity of language groups. Twenty one downstate districts as well as Chicago District 299 were identified as a result of the selective process.

The 22 sampled districts represent 16 of the 19 Illinois counties currently operating transitional bilingual education programs. Chicago district 299 reports an enrollment of 27,988 students, or 78.4% of the 35,720 students enrolled in state-funded programs during 1978-79. A total of 3,526 bilingual education students are reported for the 21 districts sampled downstate; this represents 45.6% of the 7,732 bilingual education students currently enrolled in downstate programs.

C. NATURE OF THE BILINGUAL EDUCATION PROGRAM

1. Overview

A brief description of the Illinois transitional bilingual education program follows. Bilingual education programs were operated voluntarily by local school districts in Illinois from 1971 to 1976. During this time, supplemental financial assistance was provided by the Illinois Office of Education. In 1973, the State Legislature enacted Public Act 78-727, requiring local school districts with attendance centers having 20 or more children of limited English-speaking fluency who share a common language background to provide a program of transitional bilingual education after July 1, 1976. Local districts with less than 20 students of limited English-speaking fluency per attendance center may also provide bilingual education programs on a voluntary basis or be required to do so by court order.

2. Requirements

The Public Act 78-727 and subsequent rules and regulations clearly call for a transitional bilingual education program to meet the educational needs of children having limited English proficiency. Children eligible for program participation include children who:

- Were born in a country whose native language is a language other than English and who are presently unable to perform in classes in which instruction is given solely in English; and
- Were born in the United States of parents possessing limited English-speaking fluency and who are presently unable to perform successfully in classes in which instruction is given only in English.

Annually, local school districts are to report the number of eligible children using the Public School Bilingual Census definitions of language fluency. These operational definitions of language fluency are:

I. The student does not speak, understand or write English, but may know a few isolated words or expressions.

II. The student understands simple sentences in English, especially if spoken slowly, but does not speak English, except isolated words or expressions.

III. The student speaks and understands English with hesitancy and difficulty. With effort and help, the student can carry on a conversation in English, understand at least parts of lessons, and follow simple directions.

IV. The student speaks and understands English without apparent difficulty, but displays low achievement, indicating some language or cultural interference with learning.

V. The student speaks and understands both English and the home language without difficulty and displays normal academic achievement for grade level.

The bilingual education program provides for serving children with language fluency classified as Levels I through IV, although the majority of children served are classified in Levels I through III. The aim is to provide the children with the bilingual education necessary for them to progress from Level I through Level V. At Level V, children should be able to display academic achievement commensurate with grade level in an all-English classroom. The State definition of a program in transitional bilingual education is a program of instruction:

- In all those course or subjects which a child is required by law to receive and which are required by the child's school district which shall be given in the native language of the children of limited English-speaking fluency who are enrolled in the program, and in English, and
- In the history and culture of the country, territory, and geographic area which is the native land of the children or of the parents of children of limited English-speaking fluency who are enrolled in the program and in the history and culture of the United States.

No program may provide less than 90 minutes of instruction daily through the native language of the students enrolled in the program.

Other district requirements call for:

- The ascertainment of the number of children of limited English speaking fluency resident or enrolled within each attendance center and their classification according to primary language and grade, age or achievement level.
- The establishment of a district Parent Advisory Committee to assist in the planning, operation and evaluation of the bilingual program.
- The submission of an annual preapproval application to the Illinois Superintendent's office, describing the bilingual education needs of the district and how these needs will be met, the staff and community resources committed to the program, and an indication of the time-line and procedures to be followed in annually testing each student's ability to understand, speak, read and write English.
- The retention of students in the program for a period of three years, or until such time as they achieve a level of English language skills enabling them to perform successfully in classes in which instruction is given only in English.
- An annual examination in the aural comprehension, speaking, reading and writing of English to be administered to all students in the bilingual program.

- Written notification by the district in the home language, as well as in English, to parents or legal guardians about their child's enrollment in the bilingual education program, informing them of the right to withdraw their child according to established procedures.

- The employment of teachers in a bilingual education program possessing valid transitional bilingual education certificates issued by the State Examiner and optional employment of full-time and part-time teachers' aides to assist the teachers.

- The retention of adequate records documenting the educational level of each child enrolled in a transitional bilingual program by the district.

- The maintenance of an accurate, detailed and separate account by the district of all monies paid out in transitional bilingual education.

The program requirements above, as well as others, emphasize process and procedures. In other words, the state requirements provide little guidance about program performance goals and design. The end results are wide variations of bilingual education programs across the State, and within school districts.

3. Relationship to Other Programs, e.g., Title VII

The Illinois transitional bilingual education program operates in an environment colored by federal funds made available to local school districts under the Bilingual Education Act, or Title VII of the Elementary and Secondary Education Act (ESEA) as amended in 1974. Legislated originally in 1968, the Bilingual Education Act amendments began as a limited demonstration program to determine how best to meet the needs of children of limited English-speaking ability in the United States. In providing funds to help these "educationally disadvantaged" children, Congress was not prescriptive in suggesting program models or evaluation of the impact of such services on the children and their environment.

Title VII provided Federal funding to school districts and broadened the content of the program to include maintenance of the home language and culture. The eligibility of children to receive services under Title VII continued to be broadly worded, including many children who are proficient in English and may also speak another home language. The legislation provided little guidance in terms of program models, bilingual teacher training and curriculum development. Nor did the legislation mandate a clear, comprehensive evaluation of the program to answer policy questions related to resource allocation and effectiveness, and program questions focusing on what models, techniques and materials work best for whom under what conditions. Discussions of issues such as transitional versus maintenance programs, federal support for cultural pluralism, national language policy, segregation versus desegration, eligibility, intra-ethnic divisiveness, and employment programs underscore the complexity of the bilingual-bicultural program. Other Federal programs, such as the Comprehensive Employment and Training Act as amended in 1978, include aspects of bilingual support services which overlap the above discussions. As the reader can see, the issues that surround bilingual education programs are by no means unique to Illinois. Rather, these are generic in nature and span the entire spectrum of bilingual education programs operating across the country.

Federal funding to Illinois under Title VII of the Bilingual Education Act amounted to $4,835,577 in FY77, including $2,166,144 earmarked for basic programs. A decrease took place in FY78 with only $3,527,419 in federal funds appropriated, including $2,821,000 for basic programs. Four of the districts sampled for this study have been appropriated a total of $2.7 million in federal funds for FY79.

The situation in Illinois has been affected, as in other States, by court decisions (i.e. Law) implemented by the Department of Health, Education, and Welfare concerning compliance under Title VI of the 1964 Civil Rights Act. According to the legislation and the regulations, States are obligated to accurately identify, assess, and evaluate national origin minority students from non-English language backgrounds and provide services to meet their needs. Chicago District 299 has been involved in negotiations with the Office of Civil Rights concerning this legislation for approximately 12 years.

Results of the negotiations have led to adoption of different English language classification definitions by Chicago from those of downstate programs. Law compliance efforts have resulted in Chicago's more accurate identification of students of limited English language proficiency through the development of the Functional Language Survey (FLS). Finally, strategies have been developed to more fully extend services to students enrolled in attendance centers with less than 20 students of the same non-English background. These strategies include: (1) the use of itinerant teachers who provide bilingual education services to several schools during the day, (2) tutorial programs for bilingual education students, and (3) the sharing of bilingual education facilities between two or more cooperating schools.

Although the priorities for bilingual education and its approaches as prescribed at the Federal, State and local levels seem to differ to some degree, subsequent discussion will show that local Illinois districts are transitioning students into all-English classrooms. The definition of eligibility for the State program, though not precise is more narrowly defined than that for the Federal program. A key similarity which makes evaluation of the Federal or State program difficult is the emphasis on process at the expense of clear program goals and objectives. The Illinois Office of Education has, however, begun the task of assessing the bilingual education program in a systematic manner.

D. EVALUATION QUESTIONS TO BE ANSWERED

Building on earlier work, this study addresses two key areas of inquiry formulated by the Illinois Office of Education. The first centers on the impact of the transitional bilingual education program. Specifically, nineteen questions to be addressed in this area include:

1. What is the total number of students by language level of limited English-speaking proficiency?
2. What is the total number of students enrolled in all bilingual education programs?
3. What is the total number of students enrolled in transitional bilingual education programs?
4. What is the total number of students by language level of limited English language proficiency who are not being served by any type of bilingual education program?
5. What entrance/exit criteria are utilized to determine student participation in the transitional program?

6. In what ways are the entrance/exit criteria appropriate?

7. To what extent do students in the transitional bilingual education program make gains in English language skills (i.e., oral receptive language, oral productive language, reading comprehension, and writing skills)?

8. To what extent do students in the transitional bilingual education program make gains in mathematics and other subject areas?

9. Do students in the transitional bilingual program exhibit growth in self-esteem?

10. What evidence reflects the "transitional component" of the transitional bilingual program?

11. How long do students remain in the program?

12. How are students characteristically transitioned from the bilingual education program into the all-English program?

13. How many students have been transitioned?

14. To what extent are students who have been transitioned prepared to achieve at a rate commensurate with their age, grade level and ability in all subject areas?

15. What effect does the transition of students from the transitional bilingual program into regular school program have on students' self-esteem?

16. What types of teacher characteristics and staffing models appear to correlate with improved student performance in transitional bilingual programs?

17. What are the unanticipated effects (affective and cognitive) that are evident from and attributable to the presence of transitional bilingual programs in the total school environment?

18. What have been the effects of transitional bilingual programs on attendance of participating students?

19. To what extent has there been parent and community involvement in the transitional bilingual program and what has been the impact of this involvement?

The second area of inquiry focuses on how to design and develop a state-wide evaluation system, including the identification of prerequisites for such an evaluation to take place and recommendations on how to put such prerequisites as well as the system in place.

E. NEED FOR AN EVALUATION MODEL

The current study should be viewed as progress along an evaluation continuum. Generally, in developing an evaluation model, the first step is to agree upon the goals and objectives of the program. The second step is to identify what information is necessary to determine whether the program is accomplishing the objectives and to decide what data are needed to develop this information and when it is needed. Third, a system for collecting the data in a uniform, timely manner is devised. Finally, the data are collected and analyzed and the information is provided to decision-makers.

The performance of the transitional Illinois bilingual education program is difficult to assess because there is no set of mutually agreed upon goals and objectives. Although a set of six overall program goals does exist, a continuing debate is in progress with regard to their adequacy and relevance. When expected outcomes are not clearly defined or accepted, the alternative is to determine what exists in terms of patterns, trends and materials; analyze the status of the data, and determine what can and cannot be learned from the information. An evaluation model, including prerequisites for evaluation, may then be developed to fill in the gaps. This approach is discussed in Chapter VI, Program Recommendations.

This exercise and the subsequent implementation of a state-wide evaluation scheme is necessary to properly allocate public resources, determine what program designs and curricula work and why, and ensure that quality services are provided to children of limited English language proficiency who need such services to perform successfully in all-English classrooms. An evaluation model is, then, a key ingredient in the sound management of the bilingual education program and accountability for the expenditure of public funds. The model is particularly important in light of the mix of Federal, State and local funds supporting some classroom efforts. As one example, although State funds support certain positions, it is difficult to tell what services are provided through State, local and, in some cases, Federal sources. It is also difficult to clearly determine what is being accomplished by funding sources in multifunded classrooms, and how well it is accomplished. Another example, cultural enrichment and maintenance activities, are not necessarily elements of the bilingual education program because of mixed funding. In other words, the Office of Education and local districts must mutually agree on what the Illinois transitional bilingual education program is to accomplish, regardless of other outside constraints, and develop a system to review planned accomplishments against what actually takes place.

CHAPTER II

STUDY APPROACH AND METHODOLOGY

L. Miranda and Associates

II. STUDY APPROACH AND METHODOLOGY

Chapter I of this report has described the overall purpose of the study to conduct an evaluation of the Illinois state-funded transitional bilingual education program, its overall goals, and major areas of inquiry. Chapter I has also explored some of the issues surrounding bilingual education at the Federal, State and local levels. Chapter II focuses directly on the technical approach and methodology LM & A has utilized in carrying out the study. The presentation is organized into two parts:

- Study Objectives
- Technical Approach and Methods

A. STUDY OBJECTIVES

This study has sought to achieve three specific objectives in support of its overall goals. Stated in concrete terms these objectives are:

- To analyze the state-funded transitional bilingual education program as it has operated under state mandate since 1976 and answer, to the extent possible, the 19 evaluation questions posed by the Illinois Office of Education;
- To recommend a system for evaluating the state-funded transitional bilingual education program that is appropriate for use in future years; and
- To assist the State of Illinois in preparing for the design of the evaluation system.

In formulating a technical approach and plan for achieving these objectives LM & A took into consideration a number of key assumptions inherent in the design of the project as initially conceived by the Illinois Office of Education. First, certain factors would influence the degree to which answers to the evaluation questions regarding state-funded transitional bilingual education from 1976-77 through 1978-79 could be obtained. These factors were:

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1. Nature and availability of the existing data base for 1976-77 and 1977-78

Because existing data were to be utilized in the analysis, these data would need to be identified, made available to LM & A and assessed, before a full determination could be made with regard to the feasibility of utilizing these data for the intended evaluative purposes.

2. Assumptions concerning the availability of data for 1978-79

The system(s) in place for documenting program design, operations, student characteristics and program outcomes would need to be examined to determine what types of data were available, from what sources and how these data might be applied in answering the evaluation questions.

A second assumption inherent in the design of the project was that the nature and scope of the concurrent data collection for 1978-79 would be influenced by: (1) the extent to which gaps existed in the 1976-77, 77-78 data base that might be filled through on-site data collection at the local level; (2) the types of data that could, in fact, be obtained across a variety of districts to achieve a state-wide perspective; and (3) what evaluative approaches and methods might be most appropriate for use both in addressing present concerns and in the preparation of recommendations for future efforts on a state-wide basis.

In considering a design for evaluation of the state-funded transitional bilingual education program, then, a third set of assumptions were brought to the study. These were:

- The design had to allow for the known differences in program goals and designs from one district to another across the State although the extent and exact nature of those differences were unclear.
- The design had to isolate key criteria that might be applied in analyzing the program from a state-wide perspective.
- The design had to be feasible for implementation as determined by an analysis of present data systems and administrative structures.

LM & A's focus, based on these assumptions, was to take a close look at the state-funded bilingual education program as it is currently operated and administered within broad state parameters in a variety of diverse contexts throughout the state. A snapshot of the program within each context would be taken via the case study medium. A state-wide perspective would then be developed by extracting and synthesizing common data items directed toward answering major state-level evaluation questions. This in-depth look within and across districts would provide a foundation for determining what recommendations should be made for:

- Putting in place the necessary prerequisities for state-wide evaluation, and
- Developing and implementing an evaluation system.

B. TECHNICAL APPROACH AND METHODS

The purpose of this section is to describe LM & A's four-phased approach to the achievement of study objectives. These phases were:

- Assessing the existing data bases for 1976-77 and 1977-78,
- Concurrent data collection,
- Analysis and synthesis of findings, and
- Development of recommendations for an evaluation system.

Each phase is described below, including a discussion of the methods and procedures used in that phase.

Phase I: Assessing the Existing Data Bases for 1976-77 and 1977-78

The purpose of the initial phase of the study was to identify existing data for 1976-77 and 1977-78 and examine those data in order to determine to what degree the evaluation questions could be answered based on the information available. At the same time, a firm understanding of the structure of the program and the system in place for its administration could be analyzed with a view toward efficient collection of supplemental data to support analysis and design of an evaluation model. The major products to be developed as a result of these activities were:

- An assessment of existing data bases, data sources and the feasibility of using these data to answer the evaluation questions for 1976-77 and 1977-78.

- Identification of gaps in the existing data bases and needs for 1978-79 data collection as well as any supplemental data collection for previous years that might be feasible at the local level.
- Identification of an approach and method for concurrent data collection and analysis that would serve both present information needs and offer a basis for recommending future evaluation directions.

Two major steps were involved in completion of this phase.

1. Consultations with State Administrators and the Study Advisory Panel; Review of Existing Literature; and Identification of Data Sources

The first step in the study was to obtain a thorough understanding of the major issues to be addressed by the study to review and analyze available literature and identify data sources at the state and local level. An initial meeting was held with the study Advisory Panel to present LM & A's plan for the project and to obtain the advice of the panel. Members of the panel brought to the study valuable expertise and knowledge from a wide range of areas including legislation, policy, research, administration and operations. A list of the Advisory Panel membership is included as Appendix A.

While several state level data sources were quickly identified such as the annual Bilingual Census, school district applications for funds under the state transitional bilingual education program, administrative records maintained at the state level and results of several special studies, it was found that the primary source of transitional bilingual education program data was at the individual school district. This was the case both for the 1976-77 and 1977-78 school years, a period of time during which no state-wide data collection for evaluative purposes had been conducted, as well as for the current 1978-79 school year. Not only was maintenance of data with regard to the program highly decentralized but school districts also operated with a high level of flexibility with regard to the type of information they would collect and maintain locally. The effects of these conditions on the study design were significant. First, maximum use would have to be made of the information that was available on a state-wide basis. Second, a clear understanding of the types of information that might be available from a variety of school districts would have to be obtained. Third, the scope of the on-site local data collection would need to include the full three years the study was intended to address. Finally, the instruments for data collection would need to focus on state-wide areas of inquiry while, at the same time allowing for differences in program context and design at the local level. These differences would certainly exist given only broadly defined state requirements.

2. Collection and Examination of Existing Data

The next step was to collect and examine all readily available data at the state level as well as a "sampling" of information at the school district level to provide a basis for design of instruments and planning for data collection across the State, including development of a plan for selecting a sample of districts for visitation. Bilingual Census data and the system for collecting and maintaining the data were reviewed. Management processes and procedures established at the state level for program planning, monitoring and assessment were examined, as well as standard administrative processes such as teacher certification and funding. Grant applications for all districts receiving state transitional bilingual education program funds were examined both to obtain basic descriptive information about the nature of the program as it operates witin each district and to obtain an indication of the types of information that might be expected to be available across a variety of districts. These activities were supplemented with collection and examination of existing data at the local level for two districts and a review of literature related to the design, operation and evaluation of bilingual education programs. Based on these activities the following determinations were made:

- While some data did exist at the State level that could be useful both in answering the present questions of concern about the program and in future evaluations, these data were limited and exhibited some deficiencies (Specific findings with regard to the Bilingual Census and systems for program administration are presented in Chapter III of this report.)
- Results of preliminary visitations and data collection in two districts indicated that the data collection and analysis process would indeed be complex:

- In one case little data with regard to the program were centrally maintained at the district level necessitating basic data collection at the attendance center level where documentation seemed sparse and differences were apparent among centers.
- In another case substantial efforts had been made to systematically collect and maintain data with regard to the program. These data were, however, only made available after considerable delay. Adequate documentation for the data was also not readily made available.

Based on these results and the clear perceived need to be able to describe the program as it has been designed, operated and assessed at the local level within State parameters, LM & A selected an approach to the concurrent data collection initiating Phase II of the study.

Phase II : Concurrent Data Collection

Following consultations both with State administrators and the study Advisory Panel with regard to problems associated with existing data, LM & A began to formulate a design and instruments for data collection at the local level. It was essential that the design allow for both a description of the varying contexts, designs and outcomes of the programs at the local level as well as for aggregation of the data across districts to formulate answers to the 19 questions posed by the study.

1. Review of Case Study Approach

A case study approach was selected. The case study itself can be defined as an intensive, detailed analysis and description of the program or operation in the context of its own environment. It is the examination of the program at one point in time, almost a snapshot of the existing organization. The case study method would increase the understanding of the dynamics of the state-funded bilingual education program through an identification of key variables affecting its operation at the district level. This approach would emphasize the environment in which the program operates as well as the design of the program and attempt to relate differences in environment and/or design to differences in outcome.

It should be noted that the time and financial constraints of the study allowed for visitations of approximately two days in duration for each of the 21 downstate districts and about seven days in Chicago. This alone required 102 person days of effort by onsite data collection teams. While study data do not, therefore, reflect characteristics of the programs as observed over time, they do provide an extensive base of retrospective information as well as a sound look at these programs at one point in time.

Each program was to be examined, then, in terms of three areas of emphasis, namely:

- contextual variables
- design and process variables
- outcome and result variables

Contextual variables describe the environment in which the program operates. They provide background information for analysis. The contextual variables selected for this study were:

- district characteristic in terms of urban, suburban or rural location
- socio-economic status
- population size
- community stability
- sources and extent of funding
- length of time that a program has been in operation

Designation of the district as an urban, rural or suburban area was made by the District superintendent during an interview.

The socio-economic status (SES) of the districts was determined by ranking their status on the following variables:

- per capita income
- average unemployment rate
- percent of adults with less than eight years of education
- percent of students from low income facilies

Composite scores were derived by adding the districts' ranking on each variable. Districts were classified as high, medium or low socio-economic status on the basis of their composite scores. The input data for the variables were obtained from the Illinois Office of Education; the Illinois Bureau of Employment Security; and the U.S. Department of Commerce, Bureau of Economic Analysis. Data concerning the stability and size of the districts' population were obtained from the U.S. Census and school district personnel. The Census provided 1970 base line data concerning total population, the number of persons who were Black, and the number of persons of Spanish descent in each district. Stability was measured by the percent of persons residing in the same residence in 1965 and 1970. To update the 1970 data, District Superintendents were asked to identify the estimated current population of the district, the ethnic composition of the student body and the proportion of students completing grades K through 8 in district schools.

The two remaining contextual variables concerned funding and length of time the program has been in operation. Funding data for the districts' transitional bilingual education programs was provided by the Illinois Office of Education. These data included state and local funds budgeted for each district by school year. The Bilingual Program Directors were the source of information regarding the length of time each district has operated a transitional bilingual education program. This information was obtained during a formal interview with the Program Director.

Design and process variables provide a descriptive measure of the program itself. They include information on management of the program, language levels, entrance and exit criteria, transition procedures, teaching methods and the extent of parent involvement in the bilingual education program. This information is collected for both district and attendance center levels to permit comparison between these two levels.

At the district level, the parents, the Bilingual Program Director, and the Superintendent were interviewed concerning the program's background, management of the program, and impressions of student progress. At the attendance level, interviews were conducted with:

- the principal
- one bilingual education teacher
- an average of two cooperating teachers who had bilingual education students in their classes.

These interviews documented instructional methods used, the students' progress in language arts and other subject areas, and the students' self-esteem. In addition, observation of a bilingual education class was conducted at each attendance center and records of a sample of bilingual education students currently enrolled in the program and those who had been transitioned into all-English classes were reviewed.

The variables selected for determining outcomes of the program were mainly the students' grades, teachers' assessment of the students' academic progress and self-esteem, and students' attendance records. Whenever possible, these variables were examined for trends in terms of progress and attendance.

At the completion of on-site data collection, a descriptive profile was developed for each district. The profile contained both quantitative and qualitative information on the bilingual education program operating within the district. It also provided a succinct narrative of the program at one point in time including the context in which it operated, program design and procedures, and measures of results in terms of student grades, attitudes and achievements.

The district profiles were prepared by the project staff using the outline presented in Exhibit II.1. The draft narrative description for each district was sent to the Bilingual Program Director and the data collectors for verification of the information. Additional comments and corrections were then incorporated into the final narrative description of the district. Finally, data used in preparation of the case studies were aggregated and summarized for the districts visited to obtain a state-wide description of the bilingual education program.

EXHIBIT II.1

OUTLINE OF THE DISTRICT PROFILES

A. Context in Which the Program Operates
  1. County socio-economic characteristics
    a. Population characteristics
    b. Urban, suburban, rural character
    c. Economic and educational status
    d. Mobility patterns
  2. Descriptive program characteristics
    a. Estimated number of students needing bilingual education
    b. Enrollment levels - total and bilingual
    c. History of bilingual program in the district
    d. Funding levels - federal, state, local
    e. Bilingual classes operated
    f. English proficiency levels of transitional bilingual education students

B. Design/Process of the Transitional Bilingual Education Program
  1. Administration of the program
  2. Entrance and exit criteria
  3. Transition procedures
  4. Teaching methods used
  5. Length of time students remain in the program
  6. Parent perceptions of the program
  7. Teacher characteristics and staffing patterns

C. Outcomes and Results
  1. Changes in English proficiency and home language proficiency
  2. Academic performance and progress
  3. Impact of enrollment in bilingual education on attendance
  4. Impact of enrollment in bilingual education on self-esteem
  5. Number of students transitioned by school year
  6. Impact of transition on performance and self-esteem

D. Major Findings
  1. Testing of students in the bilingual education program
  2. Unique features of the bilingual education program
  3. Trends identified

2. Detailed Methods and Procedures

a. Selection of 22 Sampled Districts for Case Study

A total of 22 Illinois School districts operating state-funded bilingual education programs for state mandated 20, or more students were selected for case study. These included 21 downstate districts and the City of Chicago.

(1) Criteria for selection of "downstate" school districts

The selection of "downstate" school districts for the case study sample was done on a purposive basis. Of the 60 districts identified as having a state funded transitional bilingual education program, 21 districts, as well as Chicago District 299, were selected for the sample. The districts were chosen to assure variation in the following characteristics:

- the number of bilingual education students, ranging from 20 to several hundred;
- urban, rural or suburban nature of the district;
- languages involved - Spanish
    - more than one language if Spanish was not necessarily the predominant language; and
- inclusion of feeder and/or provider districts.

Prior to sample selection, the districts were separated into four groups by the number of students in the bilingual education program within each district, using the 1978-79 preapproval applications. The categories selected were:

- less than 50 students enrolled in a bilingual education program,
- 50-99 students enrolled in a bilingual education program,
- 100-199 students enrolled in a bilingual education program, and
- 200+ students enrolled in a bilingual education program.

(2) Criteria for selection of attendance centers within each of the downstate school districts.

Three attendance centers were selected in each district for a total of 50 centers. Wherever possible, centers were chosen representing all three levels: elementary, junior high and high school in each district. However, the small size of some districts and the absence of bilingual education programs at some junior high schools and high schools necessitated some exceptions. The criteria described on the following page for choosing attendance centers were essential because of a lack of readily available information regarding descriptive characteristics of the programs. It should be noted that four attendance centers originally selected in the downstate districts were not visited during the site visits due to the fact that programs have been recently discontinued. The total number of attendance centers visited downstate is 46. A list of selected districts and those attendance centers actually visited is shown in Appendix B.

- In districts with one junior high, no high school and many elementary centers, the junior high was selected in addition to two elementary centers.
- In districts with more junior high centers than elementary centers, two junior high schools and one elementary school were selected.
- In districts with three or fewer attendance centers providing bilingual education, all were selected for inclusion.
- For districts with programs showing a large multicultural, multi-lingual student population, the selection of attendance centers was based on the following:
    - A determination of the top four languages for which bilingual education programs existed in the district in accordance with the data from the Bilingual Census (1977-78) print-outs.
    - Wherever possible, attendance centers were chosen to reflect each district individually. That is, attendance centers with programs reflecting the major language groups in the district were chosen over attendance centers with programs serving only a minority of students district-wide.
    - In cases in which two or more attendance centers from the same education level were being considered, an attempt was made to include centers with small, medium and large programs.

(3) Criteria for selection of attendance centers in Chicago

Because the Chicago school district has characteristics different from those of any of the downstate school districts, the sample of attendance centers for inclusion in the study was treated separately. Examples of the differences are: the number of schools in Chicago with bilingual education programs; the larger number of bilingual education students in Chicago as compared with any of the "downstate" school districts; and, the diversity of minority languages represented in the program. The first two points, in particular, permitted creation of sampling frames for Chicago which could be used for the systematic selection of a probability sample using the attendance centers and high schools separately as the sampling stage units.

Sample of Elementary Attendance Centers

A sample of 12 attendance centers was selected in a single stage probability sample design, with an attendance center as the single and ultimate stage unit. For sampling purposes, only those centers were considered which had at least one bilingual education student. Elementary centers were defined to include all the centers with grades K to 8. The 12 attendance centers selected in the primary sample were located in 10 different subdistricts within the Chicago main school district, 299. The source for the sampling frame was the Bilingual Student Summary tape received from Chicago. The list of sampled attendance centers in Chicago is shown in Appendix B.

Sample of High Schools

A sample of three high schools was selected also in a single stage probability sample design as a single and ultimate stage unit. The criteria for the inclusion of a high school in the sampling frame was different from that used for elementary attendance centers.

For sampling purposes a high school was included in the frame if:

- it was a four-year high school, grades 9 to 12;
- it had an ongoing bilingual education program; and,
- it had at least 20 bilingual students of a common home language.

The three high schools selected in the primary sample were located in three different subdistricts.

The source for the sampling frame was obtained from the latest information available at the Chicago Bilingual Education Office showing the composition of bilingual education programs in the high schools of the Chicago school district No. 299.

Reserve Sample

A reserve sample of 12 elementary attendance centers and three high schools was also selected for substitution in the event of non-cooperation by either elementary attendance centers or high schools. Substitution was planned only in cases of refusal to cooperate. No substitution was planned if an elementary center or high school had been closed or merged.

- Sample Selection

Since the sample selection procedure was similar for both of these strata, we will present the steps for only elementary attendance centers. The sample of centers was selected systematically with probability proportionate to the center's measure of size as follows:

- The number of bilingual students in a center was assigned as the center's measure of size, and denoted as M_i for center i.
- All the centers were arranged in ascending order on the measure of size, and serialized.
- The cumulative measure of size of all the centers was denoted as $M=\Sigma M_i$.
- To select 24 centers, 12 in the sample and 12 as a reserve sample, we proceeded as follows:

  Compute $I = \frac{M}{24}$, the sampling interval.

  Draw a random number R between 0 and I.

  Compute $R + i\,I$, for $i=0,1,2,\ldots 23$ with the cumulated measure of size against each center, and select the center at serial number j if

  $$CM_j < R + i\,I \le CM_j + 1$$

  for $i=0,1,2,\ldots 23$
  $j=1,2,3,\ldots 277$ total centers
  CM_j=Cumulative center M_j

  When M_j denoted as the cumulative measure of size against center at serial number j.

- Serialize the centers as they are selected. The odd numbered centers from the primary sample, and the even numbered centers constitute the reserve sample.
- The centers are listed in Appendix B.

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(4) Distribution of attendance centers visited in Chicago and downstate Illinois

A total of 65 attendance centers were selected using the previously explained sampling procedures. Of the 61 centers actually visited, 46 (75.4%) are located in downstate Illinois and 15 attendance centers (24.6%) are located in Chicago.

The breakdown by educational levels of the sampled attendance centers site visited in the State consists of: 42 elementary schools, 10 junior high schools, and nine high schools. The sampled downstate attendance centers include 30 or 71.4% of the total number of elementary schools operating bilingual education programs; all ten of the junior high schools; and six or 66.6% of the high schools.

b. Development of Survey Instruments

The survey instruments used for this study were designed to obtain both descriptive information for individual case studies and data relevant to the 19 IOE evaluation questions. The instruments employed four different types of data collection techniques. These were personal interviews, self administered questionnaires, naturalistic observation and review of records. Interview schedule forms were developed to elicit information on the program's design, management, and outcome from the following district and attendance center personnel:

- District Superintendent
- Bilingual Program Director
- Principals
- Bilingual education teachers
- Parents of students enrolled in the bilingual education program.

The self-administered questionnaire was used with the cooperating teachers who had bilingual education students enrolled in their classes. It was designed mainly to document these teachers' evaluation of the students' academic, social and emotional progress in their classrooms.

The 30-minute classroom observation form was used to provide a quick assessment of the teaching strategy used. The amount of home language and English spoken by the bilingual education teacher, teacher aides and the students was also recorded, where appropriate. This was a naturalistic observation which was conducted in one bilingual education classroom from each sampled attendance center.

A sample of seven enrolled bilingual education student records and three transitioned bilingual education student records from each attendance center were reviewed. The students' attendance records, grades and test information for 1976-77, 1977-78 and 1978-79 were recorded.

The first draft instruments were sent to the IOE Project Officer for comment and approval. Simultaneously, they were pretested in Joliet, Illinois, in March 1979. The pretest included data collection at the district level, in two elementary schools and a junior high school. The purpose of the pretest was to determine the adequacy of the interview guides and identify questions that required clarification or added focus. The pretest was also intended to identify who in the school system was best prepared to respond to particular questions in order to address questions to the appropriate respondents.

At the district level, administrators answered general questions about the management and operation of the program with ease, including such questions as:

- How is the program managed?
- What is the role of the transitional bilingual education program?
- What information about students enrolled in the program is available in the district Program Director's office?

Administrators were knowledgeable of strengths and weaknesses of the program and of general procedures. They were not prepared to respond to questions about student grades, test results and achievements.

At the attendance center level, principals were able to discuss the need for the program, strengths and weaknesses of the program, and program operations at the attendance center level. Exact numbers of enrollments, enrollments by proficiency level, and number of transitioned students were also requested from the principals. Teachers were able to discuss the progress, attendance and attitudes of the students, testing procedures and students needs.

The interviewing was conducted by two interviewers whenever possible. This permitted one interviewer to take lead responsibility for asking questions while the second interviewer probed, clarified and took notes. This approach proved successful in maintaining the pace of the interview and providing a check on the accuracy of the note taking. Those portions of the interview requiring the respondent to complete several grids assessing student progress and achievement were designed to allow the respondent and interviewer to complete the form together.

The pretest also identified the need to revise some questions to be as specific, short and clear as possible. In some cases, a second question or notes for expanding the question were added to clarify the intent of the question. To facilitate analysis of the results, the original interview guides contained many close-ended questions with alternative answers that could be checked as appropriate. It was found that the preselected answers did not adequately reflect the responses given and answers had to be individually recorded. The final instruments, therefore, contained open-ended questions with room for data collectors to summarize the actual responses given.

The classroom observation was conducted without difficulty. The final data collection instrument was expanded to provide space for separate identification of the activities of the teacher and the activities of any teacher aides present in the observed classroom.

The review of student records identified variations in the extent of information recorded in the cumulative records. Some attendance centers used a standard form with all attendance data and grades reflected on the form, while others inserted copies of report cards in the folder instead. The grading system varied by school, making it impossible to record grades consistently. A key was added to the form to permit data collectors to indicate the grading system used and definitions of each grade.

Administrators were generally cooperative and willing to provide whatever information they had available. They spent considerable time with the interviewers and made arrangements to free teachers from classroom responsibilities so that they, too, could be interviewed at length.
Due to the difficulty encountered in trying to arrange meetings with parents, both telephone and personal interviews with parents of students enrolled in the transitional bilingual education program were used.

At the completion of the Joliet pretest, all instruments were revised according to the pretest findings and suggestions from the IOE Project Officer and approved by the IOE Project Officer. The approved instruments were used for the on-site data collection in the 22 sampled districts. The survey instruments are displayed in Appendix D.

c. Selection of Data Collectors

The selection of data collectors was carefully done so that individuals hired would meet the following requirements:

- Bilingual with fluency in Spanish, Japanese or Korean
- At least two years of university training
- One to two years of teaching experience
- Prior interviewing experience
- Knowledge of and/or experience in bilingual education
- Full-time commitment during the field data collection period (March 19 - April 13)
- Availability to attend an all-day training session in Urbana on March 16.

LM & A used the following organizations as resources for recruitment of data collectors: El Hogar del Nino, The Erickson Institute, the University of Chicago, Eli Whitney School, representatives of bilingual women's organizations, church groups, staff and faculty at the University of Illinois in Urbana and an employee at the Title VII Office in Urbana. From these contacts, a tentative list of potential data collectors was drawn up. Twelve individuals were subsequently hired, four data collectors for Chicago and eight data collectors for downstate. Several additional individuals were identified as potential replacements and were employed as needed.

d. Training of Data Collectors

A one-day training session for the data collectors was conducted at the University of Illinois at Urbana on March 16, 1979. The training session covered the following topics:

- Overview of the Project
- District Level Data Collection Procedures
- Attendance Center Level Data Collection Procedures
- Helpful Hints for Interviewing
- Problem-solving
- Administrative Matters
- Distributing of Materials, Travel Arrangements, Scheduling.

Each data collector was given a training packet which included all the interview guides, instructions for collecting data, administrative procedures and an overview of the study. Both the trainers, including the IOE Project Officer, and the data collectors studied the questions on each interview guide, discussed their purposes, evaluated their appropriateness and phraseology. For questions that the data collectors identified as being vague or not to the point, additional probe questions and explanations were included in the guide to facilitate the interviewing process. Appendix C further outlines the training procedures used.

e. On-Site Data Collection Procedures

The on-site data collection process took place between March 19 and April 13. Prior to the site visits, contact was made with each sampled District Superintendent to obtain his/her cooperation and explain the purpose and the procedures of the visit. The Bilingual Program Director in each district was also contacted to schedule the site visit and to coordinate the interviews with different District and attendance center personnel. The procedures established for the on-site data collection were as follows:

(1) District level data collection procedure

Five activities occurred at the district level:

- Briefing and interview with District Superintendent
- Interview with the Bilingual Program Director
- Drawing a random sample of bilingual education student names for review of student records
- Meeting with parents (or telephoning them)
- Exit interview

These are described in detail below.

- Briefing and interview with District Superintendent

  The purpose of this interview was to introduce the study to the Superintendent and obtain his/her perceptions of the program. A copy of all the survey instruments was given to the Superintendent. Assurance was made that names of individuals and schools would be kept confidential and that all information would be presented in summary, aggregated format in the final report.

- Interview with the Bilingual Program Director

  The Program Director was a major source of information and also the individual responsible for making the data collection arrangements in the district. Before beginning the interview, the data collectors were instructed to:

- Introduce themselves and the company they represented
- Confirm all arrangements for the visit in the district; make any additional arrangements as necessary
- Obtain, if available, a list of names of students enrolled in transitional bilingual education classes at the attendance centers to be visited
- Find out whether students' cumulative records were maintained at the attendance centers or in the district office
- Review procedures for the on-site data collection

The questions for this interview addressed:

- the general administration of the district bilingual education program
- the procedures used and his/her assessment of the effectiveness of these procedures
- the users' reactions to the program, i.e., students, parents and community personnel
- the students' progress in various academic programs, and
- the transitional process of the program.

- Drawing a random sample and developing a list of bilingual education student names for review of student records

  The data collectors were instructed to review records of seven students currently enrolled in the bilingual education program and three who had been transitioned to an all-English program at each attendance center visited. A random sampling procedure was used to select the names of sampled students enrolled in the particular attendance center. In most instances, the Bilingual Program Director provided the list of the students enrolled at each attendance center. In the event that the list was not available, the data collectors requested the list at each attendance center and followed the random selection procedure.

- Meeting with parents

  This meeting was arranged by the Program Director. Three to six parents of students enrolled in the downstate bilingual education programs were invited by the Program Director to discuss their perceptions of the program. In Chicago, ten members of the District-wide Parent Advisory Committee were interviewed in a group session. These parents were selected by the District. The group interview addressed:

  - the parents' assessment of the effectiveness of the bilingual education program
  - the parents' assessment of the self-esteem of their children
  - questions or concerns that parents had about the program
  - additional needs or support that would facilitate active parent participation in the program.

- Exit interview

  At the end of the site visit, the data collectors met with the Bilingual Program Director to:

  - thank him/her for the districts' cooperation
  - discuss briefly the progress of the site visit, and
  - clarify any remaining questions.

(2) Attendance center level data collection procedures.

Procedures used at the attendance center level included interviewing the principal, interviewing one bilingual education teacher; distributing questionnaires to at least two (no more than four) cooperating teachers; examining records of seven students enrolled in bilingual education classroom observation. A total of five instruments were used to collect this data: (1) Principal Interview Guide, (2) Bilingual Classroom Observation Form, (3) Bilingual Teacher Interview Guide, (4) Bilingual Student Record Checklist, and (5) Cooperating Teacher Questionnaire.

Only one instrument was administered jointly, the Principal Interview Guide. The Bilingual Classroom Observation and then the Bilingual Teacher Interview Guide were administered by one team member while the other data collector examined the student records and arranged for distribution and pick-up of the Cooperating Teacher Questionnaires. The five activities are described below:

- Principal interview

  The principal interview was conducted with one team member taking the lead role in asking questions while the other team member took notes. The interview focused on:

  - the administration of the bilingual education program at the attendance center
  - the principal's role in the program
  - the tests used to assess students' progress
  - the coordination between the bilingual education program curricula and the all-English curriculum
  - the impact of the bilingual education program on the overall school environment.

- Bilingual education classroom observation

  One bilingual education classroom was observed at each attendance center. The observation period was 30 minutes in duration. The data collector was instructed to:

  - observe the method of grouping and placing students in the classroom
  - describe the methods used in the teaching/learning process
  - assess the extent to which English and native languages were used, and
  - describe the general atmosphere and student behavior in the classroom.

- Bilingual education teacher interview

  The bilingual education teacher was interviewed by the team member following the classroom observation in a private room or office. The interview was organized in the following manner:

  - General information
  - Entrance and exit criteria
  - Transition process
  - Minutes of instruction and length of time in program
  - Testing procedures

  - Gains in English
  - Gains in subject areas
  - Self-esteem and attendance
  - Communication

- Cooperating teacher questionnaires

  This questionnaire was given to teachers who conducted classes in English but contained:

  - Students who attended transitional bilingual education classes at other times during the day or,
  - Students who were formerly enrolled in a bilingual education program but are fully transitioned to an all-English classroom

  It was important to include teachers who had both types of students to obtain information about the effects of enrollment in bilingual education classes and the effects of the transition process.

  The questionnaire was developed to give:

  - information about students in subject matter classes
  - an assessment of the progress made by bilingual education students in the subject matter classes
  - an estimate of the self-esteem of the students, and
  - the transitioning element of the bilingual program.

- Review of student records

  The review of the student records covered three school years, 1976 through 1978. The information extracted from the records included:

  - achievement test scores
  - English proficiency test scores
  - native language proficiency test scores
  - attendance
  - length of participation in bilingual program
  - grades in all subject area

The total number of interviews conducted for the on-site data collection as well as the number of student records reviewed are summarized in Table II.1.

TABLE II.1

Summary of Data Collected for the 22 Sampled Districts

Data collected at the district level	Total
Superintendent Interview	22
Bilingual Program Director Interview	22
Parent Group Interview	70

Data collected at the attendance center level

	Attendance Centers		Total
	Secondary	Elementary	
Principal Interview	19	41	60
Bilingual Education Teacher Interview	19	41	60
Cooperating Teacher Interview	46	90	136
Student records	176	352	528
Classroom observation	19	40	59

Phase III: Analysis and Synthesis of Findings

Synthesis of the data was conducted in two stages. The first involved summarization of all the data gathered in each district to prepare a profile of the district. The second stage was an analysis of the data across all districts to obtain a state-wide profile of the transitional bilingual education program. The two stages are presented graphically in Exhibit II.2 and are described below:

EXHIBIT II.2
Aggregation and Summary Analysis for the 22 Sampled Districts

Questions of Concern		SCHOOL DISTRICTS								Summary Analysis
		A	B	C	D	-	-	Z		
1						DATA COLLECTION DIRECTION				1
2										2
3										3
4										4
5										5
6										6
7										7
8										8
9										9
10										10
11										11
12										12
13		DATA ANALYSIS DIRECTION								13
14										14
15										15
16										16
17										17
18										18
19										19

1. District Profile Development

In the first stage, the data collected from each district were carefully reviewed and coded to produce a summary district profile. The profile was organized in three parts:

- the contextual information which was descriptive of a district's physical and socio-economic characteristics,
- the design and management of the bilingual education program, and
- the outcomes of the program as reflected in student progress, attendance and self-esteem as well as the program's impact on the overall school environment.

Information from all of the interview guides, classroom observations and student records were coded and analyzed at both the district and attendance center levels. Then a five-page narrative descriptive of the program's operation was written for each district. The narrative was sent to the data collectors and the Bilingual Program Director to verify its accuracy as well as its completeness. Any suggestions and comments from these sources were incorporated into the final version of the district profile. The results of this stage of the analysis, the district narratives are presented in Appendix D.

2. Summary of State-wide Findings

The district profiles formed the data base for the second stage of the analysis: the summary of findings state-wide. All of the data were aggregated across the 22 sampled districts to develop a composite picture of the bilingual education program in the State of Illinois. The findings were organized systematically to answer the 19 questions of concern.

The second stage of the analysis included analysis of trends and relationships among variables. The relationship of program design and outcomes to the size of bilingual education program and the socio-economic status of the district was examined. Similarities and differences among districts were analyzed and differences of perspective between district and attendance center personnel were noted. The results of this analysis are presented in Chapters IV and V.

Phase IV: Development of Recommendations for an Evaluation System

The purpose of this phase was to provide IOE's Office of Program Evaluation and Assessment with a clear set of guidelines for designing, implementing and maintaining a state-wide evaluation system. A review of various bilingual education evaluation reports and educational methodologies was carried out.

Based on LM & A's experience with federal, state and local program evaluations together with the above information, prerequisites for evaluation were identified. Recommendations for putting these prerequisites, since they provide the basic components necessary to conducting a systematic state-wide evaluation of the transitional bilingual education program. An evaluation approach and procedures were suggested for future consideration.

CHAPTER III

ADMINISTRATION OF THE STATE-FUNDED TRANSITIONAL BILINGUAL EDUCATION PROGRAM

L. Miranda and Associates

III. ADMINISTRATION OF THE STATE-FUNDED TRANSITIONAL BILINGUAL EDUCATION PROGRAM

The Illinois state-funded transitional bilingual education program is just completing its third year of operation under state legislation and regulation. Within this context it is a relatively "young" program although study findings indicate that voluntary bilingual education programs have operated in a variety of districts for a much longer period of time through local initiative and both State and local funding. Development of these locally designed and funded programs prior to introduction of the mandatory state-funded program has contributed to the diversity of program designs throughout the State.

While the major focus of this study has been programmatic rather than administrative, key aspects of the systems and processes for state-wide administration of the program have been examined. This examination has had three major purposes:

- To achieve a thorough understanding of the requirements for program design operation, and evaluation at the local level as defined by the State of Illinois
- To utilize, to the maximum extent possible, the information available through systems/process operated by the State
- To assess the adequacy of present administrative requirements and processes as they relate to establishing some necessary prerequisites for program evaluation on a state-wide basis.

While the exact nature of the prerequisites for any evaluation system are dependent, to some degree, on the nature of that system, certain basic requirements are:

- Common understanding at both the state and local level with regard to the expected outcomes of the program.
- Common understanding at both the state and local level with regard to the defining characteristics of the program such as the target student population operational definitions, and essential elements of the program design.
- Management process for program planning, monitoring and evaluation that assure that local programs meet minimum statewide requirements.
- Systems for collection, maintenance, and utilization of program data at the state and/or local level that assure a consistent data base necessary for program decision-making systems that focus on maintenance of key information items in a standard

format without collection of non-essential information that might place an undue burden on local school districts.

Study findings with regard to administration of the state-funded transitional bilingual education program are presented below. These findings are organized into two areas:

- Program policy and needs assessment
- Program planning and monitoring

A. PROGRAM POLICY AND NEEDS ASSESSMENT

Programmatic issues with regard to policies governing the state-funded transitional bilingual education program and needs assessment for bilingual education services, e.g. procedures for classification and placement of students, are discussed in Chapter IV of this Report. Two issues are discussed here, however, because of their relationship to state responsibilities for program administration. These issues focus on:

- The need for timely reconfirmation or revision of the stated goals of the program
- The need for certain technical improvements in the Bilingual Census

Study findings in each area are presented below.

1. Lack of Consensus with Regard to the Goals of the Program as a Barrier to Program Evaluation for the Purpose of Administrative Decision-Making.

The goals of the state-funded transitional bilingual education program are:

- Students in the bilingual education program will achieve fluency and literacy in two languages.
- Students in the bilingual education program will achieve at a rate commensurate with their own age, ability, and grade level in all school subject areas.
- Students in the bilingual education program will demonstrate growth in self-esteem.
- Students in the bilingual education program will be provided with a coordinated and integrated learning environment through effective coordination with the regular school program.

- All teachers and staff members of participating schools will be involved in a comprehensive in-service training program.
- Parents and other community members will be involved in the implementation, planning, and evaluation of the bilingual education program.

These goals are commonly known both at the state and local levels. Each district has been required to indicate how these goals have been addressed in its application for annual program funding, and persons interviewed at the local district level are fully aware of the stated goals of the program. Program administrators as well as members of the Study Advisory Panel have, however, expressed serious reservations about the appropriateness and relevance of the program's stated goals for the purposes of program evaluation. IOE has reported that revisions in the program goals are presently in the process of development.

The first major area of inquiry for this study has focused on obtaining answers to 19 specific evaluation questions posed by IOE rather than on an analysis of the goals of the program or the degree to which they are being achieved. Some of those 19 questions addressed measuring the effectiveness of some of the stated program goals; others did not. Attempts at arriving at a study design which could demonstrate the evidence of program merit as related to the program goals and activities proved unsuccessful. Thus, in considering recommendations for an evaluation system for the future, a concern must be raised with regard to the need for mutually agreed upon program goals. Clear definition of the expected outcomes of the program, acceptance of these intended outcomes, and development of program designs tailored to achieve them are necessary conditions for future program evaluation. Although "goal-based" evaluation is clearly only one form of evaluative approach, a clear statement of expected program results is, in LM & A's judgment, a necessary prerequisite for assessing actual results obtained on a state-wide basis. Goals also provide the basic parameters and directions for program design and operation.

2. The Usefulness of Bilingual Census Information is Currently Limited by Weaknesses in Data Collection and Reporting Procedures

The Bilingual Census at present is intended to primarily provide an annual count of the number of students of limited English language proficiency reported and/or enrolled by attendance centers in Illinois. Its usefulness as a major tool for assessing relative levels of need for transitional bilingual education funds within and across Illinois' school districts needs to be developed. According to Public Act 78-727, the Bilingual Census must be conducted no later than March first of each year; it must identify the number of students of limited English speaking ability classified according to the language of primary speaking ability, by age, grade or achievement level.

The purpose of the Census is to identify those attendance centers that have students in need of bilingual education services according to the legislation. Any attendance center with 20 or more students with the same non-English home language who are of limited English language proficiency must provide a bilingual education program for those students. Four print-outs are generated based on Census data.

The first print-out gives a breakdown of reported students by English proficiency level for attendance centers reporting 20 or more students through Level IV. Two additional print-outs are generated for reported students: (1) attendance centers reporting 20 or more students through Level III, and (2) attendance centers reporting 10-12 students through Level III. The fourth print-out lists total students enrolled in bilingual education programs by language for each attendance center. A copy of the 1978-79 Public School Bilingual Census district reporting form developed by the Illinois Office of Education is displayed in Exhibit III.1. Print-outs generated from the data on the reporting form are illustrated in Exhibits III.2 and III.3.

Census information is used for program planning and budgeting purposes both at the state and local levels. At the local level, it is used in conjunction with other information to project program enrollments for the following year and in preparation of the district's annual application for funding. At the state level, this information is used in assessing changing levels of need for bilingual education services and as a basis for allocating funds among school districts.

Although the Bilingual Census can and does serve as an important tool for program administrators, several problems have been identified that currently limit its usefulness. Study findings with regard to the Bilingual Census point out several weaknesses. These weaknesses exist in three areas including:

- Failure to report and adequately define the total population of students
- Deficiencies in procedures for data collection and use of Census information
- Weaknesses in data display formats and in methods for district identification

a. The Bilingual Census reports, in their present form do not display or adequately define the universe of students in need of bilingual education

The Bilingual Census does not allow for precise comparison of the universe of need for bilingual education services with enrollments to determine the degree to which those students most in need are being served. While the findings of this study suggest that, in most cases, those students most in need are being served, instances in which this is not the case cannot now be identified in a systematic manner. As Chapter IV will discuss in more detail, over one-half (57%) of the students taught by teachers interviewed for this study are reported to be classified at English language proficiency Levels I and II, or instructional categories A and B; the remaining (43%) are classified as Levels III and IV. or instructional category C.

An assessment of the degree to which students most in need are actually being served cannot be made, however, using Census print-outs. The Census reports provide proficiency level information only for students that are most in need of services.

Currently, data generated from the Bilingual Census serves two major purposes: (1) print-outs provide the user with total numbers of bilingual education student enrollments by language throughout the State, and (2) print-outs provide a general measure of need for districts with attendance centers reporting 20 or more students through English proficiency Level IV.

However, since enrolled students are not presently identified by English proficiency level, it is not possible to calculate a specific measure of need for each participating district. For districts with attendance centers reporting fewer than 20 students, the Bilingual Census print-outs provide only partial counts of reported students and a determination of measure of need cannot be made. Given these technical limitations on the Bilingual Census print-out data, it is not possible to assess the degree to which those students most in need of bilingual education services are currently being served.

b. The timing of Census data collection and present practices in applying Census information are limiting the effective use of the information.

Problems associated with the timing of the Bilingual Census have already been identified by the State of Illinois. Legislation requires that the Census be conducted no later than the first day of March of each year. The 1977 Census was conducted in February of 1977. Since that time, the Census has been conducted in September, at the same time as the Fall Enrollment and Housing Survey. In this way repetition of time consuming "head counts" was thought to be prevented. It should be noted that the 1977-78 Census data, collected in September 1978 is still not published at the time of the preparation of this report.

Problems with the timing of the Bilingual Census persist, however. Some administrators report that a September count is too early to provide a reliable count of students in need of, and enrolled in, bilingual education program because these students may enter late, re-enroll, or change schools during the first month of school.

Regardless of the particular point in time when Bilingual Census data is collected, it will remain a single point in time over the span of a school year during which enrollment in the bilingual education porgram fluctuates. At the present time, program administrators use Bilingual Census figures as the basis for projecting program enrollment and need for funding for the following year. Because of the substantial time lag involved as well as lack of confidence in Census data collected in September, the level of importance attached to the program planning process as a whole has been undermined. It is generally considered "an exercise." A revised approach to the use of Census data is clearly needed. One approach would be to look at trends rather than at actual numbers of students. Our recommendations in this area, as well as other administrative areas, are presented in Chapter VI ov this report.

c. Census information, as presently formulated and identified, is difficult to interpret accurately.

Formats for display of information collected for the Bilingual Census are currently very confusing and difficult to interpret at an administrative decision-making level. Problems exist in presentation of data both at the attendance center level and the district level.

Current report formats display numbers of reported and enrolled students by attendance center on two separate reports. In order to compare reported versus enrolled figures for each and all attendance centers, administrators within each district must construct a new table.

The attendance center reports that district administrators currently have to use are very cumbersome. Each report is divided into three sections based on the number of identified students at each attendance center. In order to locate all attendance centers by district, all three sections must be reviewed. This format increases the potential for accidentally overlooking one or more attendance centers when conducting the analysis.

Funding for bilingual education programs is allocated by district rather than attendance center. Enrollment projections are not provided at the district level, however, necessitating even more computation "by hand" to develop information that can be effectively used at the management decision-making level.

A large number of attendance centers report students in need of, and enrolled in, bilingual education programs. Problems encountered in attempting to make effective use of Census data are made even more difficult when the sheer volume of "print outs" is considered. In one case during the study, an attempt was made to verify the identification of one district reporting information on the Census by comparing the attendance centers for the district, as reported on the Census, with attendance centers identified in the preapproval application. While differences in the attendance centers were apparent it was impossible to determine the reason for the discrepancies or even to determine whether or not information from the same or two different districts was being considered because the code numbers used for identifying districts on Census reports are not used for administrative records. Differences in the attendance centers might have been attributable to:

- Inaccuracies in either the Census or the preapproval application;
- Actual changes in attendance centers with bilingual education programs; or the
- Inability to identify all attendance centers that were actually contained within the Census reports.

The intended purpose of the Bilingual Census has been simply to count the numbers of Illinois public school children in need of and receiving bilingual education services by reporting on those actually enrolled in programs. In reporting on those actually enrolled in programs. In reporting the number of children in need of bilingual education, complete information is published only for attendance centers reporting 20 or more students of the same home language background. Study findings indicate, however, that the Bilingual Census can be an important tool for needs assessment and management of the state-funded bilingual education program if certain modifications are made in the technical process for collecting data, displaying it, and using the information it provides.

A copy of the current Bilingual Census data collection instrument is included at the end of their chapter as Exhibit III.1 for reference purposes.

B. PROGRAM PLANNING AND MONITORING

This part focuses on the issues related to program planning and monitoring. These areas are discussed together in recognition of the interdependence of planning products, i.e. goals, objectives and design, and monitoring, i.e. the regular on-going review of actual performance against planned performance. Study findings for each area are presented below.

1. The Process for Planning the State-Funded Transitional Bilingual Education Program Needs Strengthening as a Basis for Program Monitoring and Evaluation.

In addition to the Bilingual Census, preapproval applications for state funding constitute one of the few state-level sources of data with regard to the design, operation and results obtained by state-funded transitional bilingual education programs outside of Chicago. The applications are prepared on an annual basis and reflect each program's plan for the following year based on projected needs and results obtained to date. Similar items are contained in all applications from school districts outside of Chicago, consistent with State guidelines for preparation of these documents. Major sections for FY 1979 included:

- Cover Sheet summarizing key projected enrollment, staffing, and funding information;
- Statement of need explaining the specific bilingual education needs of the district and of the non- or limited-English language proficient students and how they will be met;
- Staff and Community identifying the staff and community resources to be committed to the program and the teachers and paraprofessionals that will be used to provide services;
- Annual Testing describing the testing procedures, timeliness and instruments utilized to determine the students' achievement levels in English, reading, writing, comprehension, and oral proficiency and including summary data from recent testing.
- Annual Reporting providing a summative description of the extent to which the goals and objectives for the previous year were accomplished, planned improvements, and special considerations.
- Performance Objectives listing student oriented performance objectives for each of the program's six overall goals.

The preapproval application represents the only planning document regarding the State-funded bilingual education program available at the state level for all districts receiving State funds. It has, however, two major limitations as a source of information about the programs and as a tool for program management. First, the preapproval application has been basically viewed as a prerequisite for funding and, because the application is done in May, it tends to contain information about the past year rather than plans for the coming year. Second a strict planned versus actual performance management process has not been considered appropriate in the past. If school districts are operating within the boundaries of legislative and regulatory requirements, as determined by monitoring of program operations, detailed tracking of the qualitative aspects of program design and operations has been considered inappropriate.

Because the detailed narrative content of the preapproval application, as submitted in May, has not been of great utility in the past, the initial application for FY 1980 will contain only the following:

- Identifying Information
- Personnel Summary
- Program Summary
- Budget-line item breakdown
- Transition Survey (see Exhibit III.4 on the following page)

Narrative descriptions of the program may be submitted at a later date although guidelines for these descriptions are not yet available.

If the application process is to be of significance for obtaining key items of information necessary for program decision-makers at the state level, it is appropriate that the guidelines for preparation of these applications, and use of the information they contain, be reviewed at this time. If state-wide evaluation of the transitional bilingual education program is to be carried out on an annual basis, the design, or designs, for the program in each district must be known at the state level, and they must reflect minimum standards of quality as judged against clearly established criteria. Applications that have been modified to reflect these minimum levels of quality can then provide a basis for monitoring and evaluating program operations.

2. Procedures for Monitoring Program Operations Need to be Tied More Closely to the Program Planning Process

The process for monitoring the operation of the state-funded transitional bilingual education program has been under revision. Three on-site visits to each local school district operating a state-funded bilingual education program during the course of the year will be carried out according to State program administrators. The formats to be completed during these monitoring visits are shown as Exhibits III.1-5 on the following pages. The formats address a variety of areas of inquiry. While completion of these formats can provide a basis for assessing the degree to which programs are in compliance with legislative and regulatory requirements, as well as for use of state funding, they provide minimal information about the nature of the program design and content of the program. Responses to most open-ended questions are either "yes" or "no". These responses provide few, if any, indications of whether planned performance is actually being accomplished.

In summary, as improvements are made in the area of program planning, including the Bilingual Census, corresponding improvements in State monitoring efforts, including instruments, may also be carried out. Together, the changes will provide decision-makers with sound information to better manage the transitional bilingual education program at both the State and local level.

STATE BOARD OF EDUCATION
ILLINOIS OFFICE OF EDUCATION
Research and Statistics Section
100 North First Street
Springfield, Illinois 62777
PHONE 217-782-3950

EXHIBIT III.1

PUBLIC SCHOOL BILINGUAL CENSUS 1978-79

INSTRUCTIONS: Detailed instructions for completion of this census are on the reverse side. The census is to be conducted as of September 30, 1978. Upon completion of the form, the principal should retain the yellow copy; and forward the white, pink and green copies to the district superintendent. The district superintendent will retain the green copy and forward the pink and white copies to the regional superintendent by October 6, 1978, who will forward the white copy for each school in his/her region to the above address. The census form is due in the Illinois Office of Education by October 13, 1978.

Complete this section only if label in upper right corner is incorrect or absent

SCHOOL NAME
NAME OF PRINCIPAL
ADDRESS (Street, City, Zip Code)
COUNTY
DISTRICT NAME
DISTRICT NUMBER

☐ Check this box if there are no students within this attendance center who can be classified in language fluency levels I-V. If this box is checked, the form is completed; therefore, please route the form per instructions above.

LANGUAGES		LEVELS OF ENGLISH LANGUAGE FLUENCY (see definitions on reverse side)					LANGUAGE TOTAL COLUMN	Number of Students Enrolled in Bilingual Education Per Language
		I	II	III	IV	V		
010	Arabic							
025	Assyrian							
030	Mandarin (Chinese) *							
021	Cantonese (Chinese) *							
012	French **							
005	German							
002	Greek							
▨	Indian, East	▨	▨	▨	▨	▨	▨	▨
066	Kashmiri							
015	Hindustani							
014	Hindi							
003	Italian							
011	Japanese							
008	Korean							
017	Lithuanian							
009	Pilipino ***							
004	Polish							
007	Serbo-Croatian ****							
001	Spanish							
034	Vietnamese							
	Others (specify)							
FLUENCY LEVEL TOTAL COLUMN							GRAND TOTAL	TOTAL STUDENTS ENROLLED IN BILINGUAL ED.

* Other Chinese dialects should be listed separately under "Others". Please specify the dialect.
** Should include students of French-speaking Africa, Canada and Haiti.
*** Pilipino is the official language of the Phillipines.
**** Serbo-Croatian represents one of the languages of descendants or natives from Yugoslavia.

I certify the data contained in this Census Report to be complete and accurate.

Date *Signature of person(s) completing form*

Date *Signature of Principal*

Date *Signature of District Superintendent*

IOE 87-06 (7/78)

1977-78 BILINGUAL CENSUS

EXHIBIT III.2

ATTENDANCE CENTERS REPORTING
20 OR MORE STUDENTS THROUGH LEVEL IV

ATTENDANCE CENTER CODE AND ADDRESS	NATIVE LANGUAGE	LEVEL OF LANGUAGE FLUENCY				LANGUAGE TOTAL
		I	II	III	IV	
14-016-0650-2020 WASHINGTON ELEM SCHOOL 914 ASHLAND EVANSTON ILL 60202	SPANISH	14	11	4	12	41
14-016-0810-2003 GEORGE WASHINGTON ELEM SCHOOL 4835 MICHIGAN AVE SCHILLER PARK ILL 60176	ITALIAN	0	0	1	20	21
14-016-0830-2005 WESTDALE ELEM SCHOOL 99 W DIVERSEY AVE NORTHLAKE ILL 60164	SPANISH	13	13	10	9	45
14-016-0860-2001 UNION RIDGE ELEM SCHOOL 4600 N. OAK PK. AVE. HARWOOD HEIGHTS ILL 60656	ITALIAN	0	0	12	29	41
14-016-0870-2007 RILEY LOWER GRADE CENTER 123 S WOLF ROAD NORTHLAKE ILL 60164	SPANISH	3	8	12	20	43
14-016-0880-1007 ROOSEVELT JR HIGH SCHOOL 25TH AVE & OAK ST BELLWOOD ILL 60104	SPANISH	1	1	2	16	20
14-016-0880-2001 GRANT ELEM SCHOOL 1303 N. 35TH AVENUE MELROSE PARK ILL 60160	SPANISH	6	3	11	13	33
14-016-0880-2002 GRANT PRIMARY SCHOOL 36TH & LEMOYEE STONE PARK ILL 60165	SPANISH	11	3	6	7	27
14-016-0880-2006 ROOSEVELT ELEM SCHOOL 27TH AVE & OAK ST BELLWOOD ILL 60104	SPANISH	0	4	0	16	20
14-016-0890-2002 EMERSON ELEM SCHOOL 333 WASHINGTON BLVD. MAYWOOD ILL 60153	SPANISH	5	10	9	8	32
14-016-0890-2006 LINCOLN ELEM SCHOOL 811 CHICAGO AVE MAYWOOD ILL 60153	SPANISH	41	12	21	85	159
14-016-0890-2007 MELROSE PARK ELEM SCHOOL 1715 LAKE STREET MELROSE PARK ILL 60160	SPANISH	42	25	21	39	127
14-016-0890-2010 STEVENSON ELEM SCHOOL 1630 N. 20TH AVENUE MELROSE PARK ILL 60160	ITALIAN	3	1	1	16	21
14-016-0990-2008 T. ROOSEVELT ELEM SCHOOL 15TH ST & 50TH AVE CICERO ILL 60650	SPANISH	4	8	5	12	29
14-016-1040-2003 OTIS P GRAVES ELEM SCHOOL 60TH ST & 74TH AVE ARGO ILL 60501	SPANISH	13	1	8	25	47
14-016-1300-1001 EVERETT F KERR JR HIGH SCHOOL 2515 W 123RD ST BLUE ISLAND ILL 60406	SPANISH	1	2	5	12	20

EXHIBIT III.3

```
            BILINGUAL CENSUS
      STUDENTS ENROLLED IN BILINGUAL EDUCATION PROGRAMS

           WEST SENIOR HIGH SCHOOL           1900 N RUCKTON ROAD  ROCKFORD         ILL 61101 0410120500005

LANGUAGE                   NUMBER ENROLLED

SPANISH                             23
 TOTAL                              23

*******************************************************************************************************

           THEODORE ROOSEVELT MIDDLE SCHOOL  978 HASKELL AVENUE   ROCKFORD         ILL 61103 0410120501010

LANGUAGE                   NUMBER ENROLLED

SPANISH                              3
GREEK                                1
 TOTAL                               4

*******************************************************************************************************

           WASHINGTON MIDDLE SCHOOL          1421 WEST STREET     ROCKFORD         ILL 61102 0410120501011

LANGUAGE                   NUMBER ENROLLED

SPANISH                             21
 TOTAL                              21

*******************************************************************************************************

           BELL ELEM SCHOOL                  3350 BELL SCH ROAD   ROCKFORD         ILL 61111 0410120502015

LANGUAGE                   NUMBER ENROLLED

GERMAN                               1
 TOTAL                               1

*******************************************************************************************************

           WHITEHEAD ELEM SCHOOL             2325 OHIO PARKWAY    ROCKFORD         ILL 61108 0410120502066

LANGUAGE                   NUMBER ENROLLED

SPANISH                            126
 TOTAL                             126

*******************************************************************************************************

           ARGYLE ELEM SCHOOL                RR#1 MAIN STREET     CALEDONIA        IL  61011 0410120502079

LANGUAGE                   NUMBER ENROLLED

GERMAN                               1
 TOTAL                               1

*******************************************************************************************************
```

Transitional Bilingual Education
Preapproval Application (FY-80)

Transition Survey

Name of district ______________________________

A. Number of students enrolled at beginning of school year by grade and year in the program. (use rosters of September 25, 1978) __________

B. Number of students who have enrolled since the start of the school year (after September 25, 1978) __________

C. Number of students who have left the program for the following reasons:

1) no longer needed program to perform successfully in the all-English classroom (include students who move but would not likely be enrolled in a transitional bilingual education program) __________

2) left school but remain(s) resident in district (drop-out) and has limited English language skills __________

3) moved to or promoted to an attendance area not providing program __________

4) moved to another district which provides a program __________

5) moved to another district which does not provide a program __________

6) moved; no additional information available __________

7) parents requested withdrawal from program __________

8) other ______________________ __________

Total __________

D. Project the number of students presently in the program (as of April 2, 1979) who will most likely not be enrolled in the program next fall because English language skills are sufficient to enable successful participation in all-English classes. __________

EXHIBIT III.5

ILLINOIS OFFICE OF EDUCATION
DEPARTMENT OF TRANSITIONAL BILINGUAL EDUCATION
CLASSROOM MONITORING FORM

SCHOOL/DISTRICT: ____________________ DATE: ____________________

MODEL: ____________________ GRADE/AGE CYCLE: ____________________

PARTICIPANTS: I-III ______ IV ______ OTHER ______

	Bil.	Bic.	State	District	Other
Teacher:	☐	☐			
Teacher:	☐	☐			
Aide/Tutor(s):	☐	☐			

Time:	Room:	Students Enrolled:	Students Present:	Subject:	Lang. of Instruction:

1. Lasson plans: (Covering subjects as per approval available, detailed, addressing needs) ____________________

2. Program: (mdeting 90 minutes minimum, reflecting native culture) ____________________

3. Evidence of coordination: (with non-bilingual staff, to ensure a complete program) ____________________

4. Materials: (availability, appropriateness, in both languages) ____________________

5. Evidence of grouping/individualization ____________________

6. Materials used by students: (textual, non textual, commercial or teacher made) ____________________

7. Indicate type of facilities: ____________________

8. Observations: ____________________

____

ILLINOIS OFFICE OF EDUCATION
DEPARTMENT OF TRANSITIONAL BILINGUAL EDUCATION
BILINGUAL SPECIALIST'S COMPREHENSIVE REPORT

School:

Language(s) served:

A. Professional Staff

Room	Age Cycle Grade	Name of staff member	Language Certified In	Assignment: (cbt, esl, cdr, csr, scr)	Position Number	Funding Source			Students Served			Prog. Model
						State	L.E.A.	Other	I-III	IV	Total	

82

OBSERVATIONS:

Date:

Educational Specialist

B. Paraprofessional Staff

Room	Name	Assignment	Position Number	Bilingual	Bicultural	Funding Source			Remarks
						State	L.E.A.	Other	

Please list non-bilingual certified teachers assigned to bilingual positions:

Room	Name	Positon Number	Funding Source			Remarks
			State	L.E.A.	Other	

Please list unfilled bilingual positions if any:

Title	Position Number	Funding Source			Reasons
		State	L.E.A.	Other	

A. Append list of bilingual advisory council members (1.09). Indicate name, address and role in the committee. If not available, explain.

B. Are minutes and meeting dates on file? (14.01 and 14.03)

C. Determine the extent to which submitted LEA inservice plan for entire staff has been implemented.

D. List the conferences/workshops to which bilingual staff have been authorized to attend (5.01)

Title of Conference/Workshop	Dates

E. Were parents/legal guardians notified by mail of the fact that their child(ren) has been enrolled in a bilingual program? (9.01)

YES: _____ DATE: ________________ NO: _____, if not:

F. Is there any documentation for above?

YES: _____ NO: _____ ; if not, ________________

G. Determine program placement by identifying:

1. Instrumentation: ____

____

2. Procedures used: ____

____

3. Staff Involved: ____

____

H. Verification that children participating in the bilingual program are reflected on the census. If some names in the census do not appear on class rosters, ask for explanations.

____

____

____

I. How does the school record the duration of attendance or of student participation in the bilingual program? Identify the mechanism used.

____

____

____

J. To what extent do placement criteria for program participation reflect minimum requirements?

1. Approximately the same age and level of attainment (7.03): ______________

____

2. The same language group in the same class (7.02): ____________________

____

K. Do students in the bilingual program receive full credit for all courses taken in the program and without loss of grade or course credit if transferred,

YES: _____ NO: _____, If not, explain: ____________________

____

L. Determine the status of the report cards---progress reports--- (10.04-10.05):

1. Issued in the same manner and frequency as those of non-bilingual students?

   YES: _____ NO: _____ If not: ______________________________

   ____

2. Incorporated into the student's permanent records?

   YES: _____ NO: _____ If not: ______________________________

   ____

3. Written in English and in native language of parents?

   YES: _____ NO: _____ If not: ______________________________

   ____

4. Available for parental and/or authorized inspection (records on file)?

   YES: _____ NO: _____ If not: ______________________________

   ____

M. What constitutes criteria for exit from the bilingual program? (8.03 and 9.02)

____

____

N. Determine the extent to which program in transitional bilingual education is in compliance with minimum program standards (Art. 14C - 2 of the School Code of Illinois).

1. All required courses taught? ______________________________

   ____

2. 90-minute minimum in native language instruction (1.08): ______________

   ____

3. ESL component provided outside of 90-minutes: ____________________

   ____

4. Coordination between bilingual and non-bilingual staff: ______________

   ____

5. Integration of students (2.01): ________________________________

6. Program facilities (2.02): ________________________________

7. How bilingual paraprofessionals are used (10.01): ________________________________

8. Student-Teacher RATIO (10.02): ________________________________

O. To what extent do existing instructional materials accurately reflect:

a. Meeting student learning needs and styles: ________________________________

b. State or district expenses as budgeted (authorized): ________________________________

P. Do program expenditures reflect the state and local funding levels as authorized? If not, indicate areas identified:

____

Q. Are children participating in the bilingual program the same as reported on the census? If some names on the census do not appear on class rosters, request for explanation:

____

R. Are special services available to students of limited English proficiency? If so, please identify (Gifted, Special Ed., Reading, etc.):

____

Date: ____________________, 197__

____
Educational Specialist

CHAPTER IV

STUDY FINDINGS REGARDING THE ILLINOIS TRANSITIONAL BILINGUAL EDUCATION PROGRAM

L. Miranda and Associates

IV. STUDY FINDINGS REGARDING THE ILLINOIS TRANSITIONAL BILINGUAL EDUCATION PROGRAM

This chapter presents findings about the current operation of the transitional bilingual education program in Illinois. Descriptions of the environment in which the program operates, how the program is designed and managed and the effect of the program on the students enrolled are included. The findings presented in this chapter are based largely on the on-site data collection effort conducted in 22 Illinois school districts during March and April, 1979. Resources, including written materials available through the school districts, as well as research studies conducted for federal, state and local education agencies are also presented.

Chapter IV is arranged in the following sections:

- The Context in which the Program Operates: a description of the demographic and socio-economic environment in the 22 school districts providing a bilingual education program.
- The Management of the Transitional Bilingual Education Program: a description of the structure utilized to administer the program in school districts and the roles of parents, district and attendance center personnel in managing this program.
- The Design of the Transitional Bilingual Education Program: a discussion of program characteristics such as instructional methods, curriculum, teacher characteristics, entrance and exit criteria and transition procedures.
- The Outcomes and Results: a description of how enrollment in transitional bilingual education programs affect students' English proficiency, grades in academic subjects, self-esteem and attendance; the effect of transition to an all-English curriculum on students' grades, attendance and self-esteem; and the transitional bilingual education program's effect on the school environment.

A. THE PROGRAM'S SOCIAL CONTEXT

In evaluation, it is important to consider the environment in which an educational program operates. Students in different environments may have different needs and backgrounds and may react differently to the same stimulus. The research plan for this study selected school districts of differing size, ethnic composition, socio-economic status and geographic location to obtain data on how transitional bilingual education programs operate and what outcomes are found in those different environments. This section provides background information on the population in the school districts visited.

1. The 22 sampled school districts represent diversity of sizes, socio-economic statuses, ethnic compositions, and locations.

Data from the 1970 Census of Population and current estimates provided by school districts indicate that the sampled school districts include widely differing environments. The sample included eight urban school districts, eight suburban districts and six rural school districts. The districts range in size from over 3.3 million residents to a district with approximately 2,000 residents. Ten of the sampled districts had a population of between 10,000 and 49,999 residents, while six of the school districts had a population of between 50,000 and 99,999 persons. (Table VI.1)

The sampled districts also differ in ethnic composition. While several districts reported no Black population in 1970, one district reported that over 32% of its 1970 population was Black. For the 22 districts, the average Black population was approximately 4.6% of the total. The population reported as being of Spanish descent ranged from 0 to 11% of the total, an average of 2.6% of the 1970 population was of Spanish descent. Data concerning other ethnic groups were not available by district; the available data for all the sampled districts is presented in Table IV.1.

District personnel were asked for estimates of the current population of the area served by the school district. For the 20 districts responding to this question, 14 reported a 1979 population that indicated population growth since 1970, four reported population decline since 1970, and two districts reported no change in population size.

During the 1960's many districts experienced considerable population movement. Sixteen of the sampled 22 districts reported that less than half their 1965 population was living in the same residence in 1970. District personnel in 20 of the sampled districts estimate that more than half the children complete kindergarten through the eighth grades in their district schools, which may indicate somewhat less mobility in the 1970's

TABLE IV.1 School District Characteristics

School Districts	1970 Total Population	Black Population		Population of Spanish Descent		% of Persons 5 yrs. old or older in same residence as in 1965
		#	%	#	%	
A	117,352	10,873	9.2	2,004	1.7	52.7
b	11,093	0	0	43	0.4	38.0
C	65,323	8,269	12.7	3,531	5.4	48.7
D	16,232	78	0.5	559	3.4	49.5
E	55,369	128	0.2	894	1.6	36.2
F	57,212	4,997	8.7	1,013	1.8	49.4
G	3,364,196	1,097,561	32.6	247,675	7.4	48.0
H	28,575	760	2.7	851	3.0	49.0
I	35,876	0	0	827	2.3	34.4
J	14,504	9	0.1	828	5.7	45.0
K	51,780	5,561	10.7	824	1.6	52.4
L	4,387	0	0	55	1.3	55.5
M	56,156	33	0.1	705	1.3	42.6
N	40,153	1,325	3.3	304	0.8	45.3
O	11,465	751	0.8	233	0.1	47.6
P	19,[illegible]52	230	1.2	566	2.8	63.8
Q	96,136	2,776	2.9	3,197	3.3	42.2
R	5,899	0	0	22	0.4	46.0
S	188,194	14,776	7.9	2,223	1.2	44.1
T	48,822	3,686	7.5	5,373	11.0	52.5
U	38,954	3,279	8.4	455	1.2	30.0
V	2,067	0	0	0	0	63.1

Source: 1970 U.S. Census of Population

Teachers and district personnel report that the socio-economic status of the child's family affects the child's progress in school. Since it is not possible to obtain data regarding the socio-economic status of the students enrolled in the transitional bilingual education program, the above impression cannot be documented by this study in its relation to the child's progress in school. Data concerning the socio-economic status (SES) of the school districts has been collected, however. Based on the following equally weighted variables, districts have been classified as high, medium or low SES.

- percent of adults in the district with less than eight years of schooling,
- percent of students from low income families,
- per capita income, and
- annual average unemployment rate.

Six districts were classified as high socio-economic status, eight were rated as medium SES, and eight were classified as low socio-economic status.

2. Sampled school districts also vary with regard to the size and composition of the student body.

The number of students enrolled varies greatly across the sampled school districts. The smallest school district enrolls approximately 330 students; the largest enrolls almost 495,000 students. Within this sample, two districts enroll less than 1,000 students, 12 enroll between 1,000 and 9,999, and five districts enroll over 10,000. Three districts did not provide enrollment data.

In recent years, total enrollment has declined in most of the sampled districts. Seventeen of 19 reporting districts indicate declining enrollment between the 1976-77 and the 1978-79 school years. One district reports an increase in enrollment and one district indicates the enrollment has remained stable.

The percentage of limited English proficiency students varies from under 2% to approximately 32% in the districts sampled. In all but one of the sampled districts at least 80% of the student body is native English speaking. And in two thirds of these sampled districts over 90% of the students are English speaking.

Among the non-native speaking students, the most common language is Spanish. In half the sampled districts Spanish speaking students constitute over 6% of the student body; in the remaining half, Spanish speaking students constitute less than 6%. There are Spanish speaking students in all sampled districts. Only 12 districts report students of Oriental background and in all of these districts they constitute less than 4% of the total student body. Six of the districts enroll students with other linguistic backgrounds including Greek, French, Hungarian, and American Indian.

3. The state mandated a transitional bilingual education program in 1976 but most districts have operated bilingual education programs for at least five years and continue to support the programs with local funds.

State law P.A. 78-727 mandated transitional bilingual education programs in attendance centers with 20 or more children of limited English proficiency in any one home language by July 1, 1976. Most programs started prior to that date in the sampled districts. Twenty of the sampled districts indicate that they have operated a bilingual education program for at least four years and half the districts have operated programs for at least six years. (Table IV.2.)

Programs enrolling larger numbers of students have been operating longer. Of the 12 programs sampled enrolling over 100 students in bilingual education classes, 11 programs have been in existence for five years or more. Half of the programs enrolling less than 100 students in bilingual education classes have been operating for five years or more.

Since the 1976 State mandate, all but one of the sampled districts have received State funding to support a transitional bilingual education program. School district local funding, as well as Federal funding, comprise the other source of funding for bilingual education programs. While the vast majority of State funds have been allocated to the largest program, in Chicago; over $1 million has been allocated annually to support the 21 sampled downstate districts.

State funding of the sampled downstate districts has increased from $1.3 million in 1976-77 to almost $1.6 million in 1978-79. Local funding in

TABLE IV.2
Length of Time Districts' Bilingual Education Programs Have Been in Progress

Number of Years in Operation	Districts Reporting	
	#	%
1 or less	0	0
2	1	4.5
3	1	4.5
4	4	18.2
5	5	22.7
6	5	22.7
7	1	4.5
8 or more	5	22.7
Total	22	99.8

Source: Bilingual Program Directors

the sampled downstate districts provides approximately $930,000 (41% of the total program budget) in 1976-77, about $975,000 (40% of program budget) in 1977-78, and $945,000 (37% of total budget) in 1978-79. The estimated support from the City of Chicago is $15,000,000 for the current school year. State funding for the program in Chicago range from a low of $9,046,946 in 1977-78 to a high of $11,000,000 for 1978-79. State and local contributions to the transitional bilingual education program in the sampled districts for the mandated three school years are cited in Table IV.3.

4. In many school districts the size of the total student body is declining while the number of limited English proficiency students is increasing.

Students are classified into English proficiency levels by their ability to understand, speak, read, and write in English. A full and more detailed explanation of these levels is offered in Chapter I. Briefly, Level I students do not speak or write English. Level II students understand slowly spoken English sentences, but do not speak the language. Of greater proficiency are students in Level III who speak and understand English with hesitancy, and Level IV students who speak and understand English but whose low school achievement may indicate language difficulty. The Chicago public schools use an analogous system with Level A as Level I, Level B as Level II, and Level C as Level III and IV. The Bilingual Census only provides data on children at English proficiency Levels I through IV.

Seventeen of 19 districts report data indicating a decline in student population between 1976-77 and 1978-79. This trend has not been noted among students of limited English proficiency. Data from the 1977 Bilingual Census indicate that 60,046 children were classified as Level I-IV English proficiency. The number of students classified as Level I-IV English proficiency increased to 67,063 in the 1978 Bilingual Census, an increase of 11.7%. The results of the 1979 Bilingual Census are not yet available and trends for the current school year cannot be reported.

Data for the 1978-79 school year were available from 21 of the 22 school districts sampled for this study. District personnel from 21 districts report a total of 34,139 students identified at Level I-IV. One district did

TABLE IV.3

State and District Funds Budgeted for Transitional Bilingual Education

School Districts	1976-1977 State	1976-1977 District	1977-1978 State	1977-1978 District	1978-1979 State	1978-1979 District
A	$ 44,000	$ 33,305	$ 44,503	$ 36,461	$ 40,555	$ 34,396
B	NA	NA	35,500	16,040	32,362	9,573
C	196,000	143,314	232,740	241,361	299,260	165,177
D	35,200	27,744	28,125	16,450	34,200	28,700
E	72,000	67,808	72,320	41,463	87,815	42,019
F	24,200	12,757	30,007	14,728	38,200	19,758
G	9,643,267	NA	9,046,946	NA	11,000,000	NA
H	122,320	115,144	115,000	68,147	128,435	68,391
I	72,000	43,861	72,400	64,613	100,932	84,890
J	78,632	43,412	85,749	41,279	83.660	47,530
K	12,800	1,520	14,200	2,600	28,316	6,584
L	22,400	15,834	20,829	19,062	19,145	17,671
M	65,549	32,105	80,000	61,491	82,215	60,804
N	18,369	11,656	16,000	18,426	15,425	13,376
O	15,500	3,260	13,776	3,775	10,662	8,676
P	18,042	NA	14,377	1,447	5,355	10,423
Q	203,200	92,401	195,389	52,503	215,830	94,043
R	11,000	7,638	14,290	6,979	14,840	8,806
S	92,935	28,626	91,001	45,801	83,820	67,520
T	153,023	67,008	231,575	76,614	174,783	106,762
U	56,700	180,876	65,000	200,628	82,587	44,892
V	15,350	NA	7,592	NA	6,819	5,444
TOTAL	10,972,487	928,269	10,527,319	1,029,868	12,585,216	945,435

Source: Illinois Office of Education

not respond to this question. Of the 22 sampled districts, 18 reported 28,743 students at English proficiency Levels I-IV for 1977-78, with four of the 22 districts not reporting. Although reporting is incomplete, it does seem that there is a continued increase in the number of children with limited English proficiency.

Results of the 1977-78 Bilingual Census indicate a total of 67,063 students of limited English language proficiency. The Illinois Office of Education reports the following breakdown by English language proficiency level:

- 12,681 students (19%) are classified as English proficiency Level I in 1977-78.
- 7,835 students (11.7%) are classified as English proficiency Level II in 1977-78.
- 13,644 students (20.3%) are classified as English proficiency Level III in 1977-78.
- 32,883 students (49%) are classified as English proficiency Level IV in 1977-78.

5. Evidence indicates that most students of limited English proficiency not enrolled in programs are at English proficiency Level IV.

This study finds that most of the students in greatest need of bilingual education programs, in sampled districts in which there are 20 or more limited English speaking students of the same language background in one attendance center, are enrolled. It appears that the underenrolled are for the most part those at higher proficiency levels, and/or those identified by the Bilingual Census in which there are 19 or less students of limited English language proficiency.

For 1977-78, the Bilingual Census indicates a total of 32,686 enrolled students and a total of 67,063 students reported at English language proficiency Levels I-IV. Unmet need is 34,377 students, or 51.3% of the total.

In order to more accurately respond to the study's objective of evaluating state-funded transitional programs, this study only included Illinois districts reporting enrollments of 20 or more students; that is, the legislative mandated number of students a district is required to enroll in bilingual education programs. Seventy Illinois districts were selected with program enrollments of 20 or more students. These districts are listed by rank order of program enrollments in Table IV.5.

As can be seen from Table IV.5, a total of 32,316 students or 98.8% of the 32,686 students enrolled in all bilingual education programs for 1977-78 are found in these 70 districts. Eighty-one percent of the students reside in Chicago, the rest in the remainder of the State.

In order to arrive at the number of students not enrolled in bilingual education programs in the 70 districts, a Bilingual Census report listing numbers of students reported by English language proficiency level was consulted. The print-out which was utilized reported students by English proficiency Level I-IV only for attendance centers reporting 20 or more students. Thus, a deficiency in the data concerned total numbers of students reported in the selected districts for attendance centers with fewer than 20 limited English proficiency students. Total reported students, by English language proficiency level for 55 of the 70 districts, are found in Table IV.4.

The reason that 15 of the 70 districts are not contained on Table IV.4 due to the fact that they contain no attendance centers reporting 20 or more students.*

For the remaining 55 ranked districts, Table IV.4 identifies the following breakdown by English proficiency Level:

- 10,106 students (21.5%) are classified as English proficiency Level I in 1977-78;
- 5,970 students (12.7%) are classified as English proficiency Level II in 1977-78;
- 9,568 students (20.4%) are classified as English proficiency Level III in 1977-78; and
- 21,244 students (45.3%) are classified as English proficiency Level IV in 1977-78.

A general measure of unmet need for the 55 districts can be determined by comparing total reported students for those districts with total enrolled. For the 55 ranked districts for which data on reported students is available, the total bilingual education student enrollment is 31,706. When this figure is compared with total reported students for the same districts, it is found that 67.6% of the reported 46,888 students are currently being served. The unmet need of 32.4% is far lower than the state-wide total of 51.3%.

---

*The 15 ranked districts for which data on reported students was not available from the print-out include: Community Consolidated, Urbana, Schaumberg, Highland Park 113, East Maine 63, Mundelein 75, Benjamin 25, Arlington Heights 36, Wilmett, Highland Park 107, Batavia 101, East Chicago Heights 169, Champaign 4, Township High School 211, Leyden Community High School 212.

Page 1 or 3

TABLE IV.4
ILLINOIS DISTRICTS WITH ATTENDANCE CENTERS REPORTING 20 OR MORE STUDENTS THROUGH ENGLISH PROFICIENCY LEVEL IV IN 1977-1978 *

DISTRICT	LANGUAGE PROFICIENCY LEVEL				TOTAL
	I	II	III	IV	
City of Chicago	8790	4892	8077	17,800	39,559
Waukegan	110	77	176	347	710
Aurora East	195	155	164	571	1085
Joliet 86	139	125	160	133	557
Elgin 46	111	110	131	409	761
Blue Island	88	50	61	93	292
Maywood/Melrose Pk.	91	48	52	148	339
Dundee 300	38	45	63	62	208
Rockford	32	25	38	75	170
Wheeling	11	6	9	23	49
Palatine	1	3	7	19	30
Aurora 129	30	25	46	221	322
West Chicago	46	45	51	106	248
Comm. High Sch. 218	13	20	30	57	120
Summit 104	13	1	8	25	47
Evanston 65	25	17	8	16	66
Bellwood	18	11	19	52	100
Argo Comm. 217	2	6	12	57	77
Harvey 152	43	24	18	3	88
Moline Unit 40	34	19	8	75	136
Bensenville	31	16	21	16	84
Barrington 220	5	0	4	15	24
Crete Monee 201	0	1	9	45	55
Steger	0	1	2	28	31
Hawthorn	7	44	7	15	73

TABLE IV.4 (Continued)

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DISTRICT	LANGUAGE PROFICIENCY LEVELS				TOTAL
	I	II	III	IV	
Diamond Lake	20	9	12	30	71
Joliet Twp.	14	11	5	67	97
North Chicago	18	4	14	27	63
Chicago Hts.	45	23	40	157	265
East Moline	9	8	21	31	69
Schiller Pk.	0	0	1	20	21
Danville	11	10	25	12	58
Evanston Twp.	3	11	38	54	106
Rock Island	13	8	15	19	55
Lake Zurich	6	8	17	14	45
Sterling	10	4	18	123	155
Elmhurst 205	2	0	7	17	26
Berkely 87	3	8	12	20	43
Manheim 83	13	13	10	9	45
Addison	7	11	20	27	65
Bloomington 87	3	9	19	18	49
Highwood/Highland Pk.	6	4	9	6	25
Pontiac	5	13	8	10	36
Marengo	5	1	8	36	50
Arcola	1	9	13	7	30
Streator Elem.	3	9	7	11	30
Plano Unit 88	5	12	17	23	57
Valley View	1	0	5	18	24
Hoopeston	2	1	4	17	24
Onarga Comm.	2	2	5	15	24

TABLE IV.4 (Continued)

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DISTRICT	LANGUAGE PROFICIENCY LEVELS				TOTAL
	I	II	III	IV	
Rockdale	3	4	12	6	25
Cicero	4	8	5	12	29
Dekalb	9	0	6	12	27
Round Lake	10	4	6	1	21
Calumet 132	0	0	8	14	22
TOTAL	10,106	5,970	9,568	21,244	46,888

Source: 1977-78 Bilingual Census "Attendance Centers Reporting 20 or more students through Level IV"

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* Only those districts reporting enrollments of 20 or more students, this study's criteria, were included in this table.

TABLE IV.5
ILLINOIS DISTRICTS
REPORTING 20 OR MORE
STUDENTS ENROLLED IN BILINGUAL EDUCATION PROGRAMS

1977-1978

RANK BASED ON SIZE	DISTRICT	TOTAL ENROLLMENT	PERCENT OF STATE-WIDE ENROLLMENTS
1.	City of Chicago	26,164	81.00
2.	Waukegan	637	2.00
3.	Aurora East 131	501	1.55
4.	Joliet 86	368	1.14
5.	Elgin 46	322	1.00
6.	Blue Island 130	316	1.00
7.	Maywood/Melrose Park	224	.69
8.	Dundee 300	190	.59
9.	Rockford	176	.54
10.	Wheeling	150	.46
11.	Palatine	134	.41
12.	Aurora 129	126	.39
13.	West Chicago	126	.39
14.	Community High School 218	108	.33
15.	Community Consolidated	103	.32
16.	Summit 104	99	.31
17.	Evanston 65	96	.30
18.	Bellwood 88	94	.29
19.	Argo Community 217	88	.27
20.	Harvey 152	82	.25
21.	Moline Unit 40	82	.25
22.	Bensenville 2	80	.25
23.	Barrington 220	80	.25
24.	Crete Monee 201	76	.23
25.	Steger	74	.23
26.	Urbana	74	.23
27.	Hawthorn	73	.22
28.	Diamond Lake 76	71	.22
29.	Joliet Township High 204	66	.20
30.	North Chicago 64	66	.20
31.	Chicago Heights 170	61	.19
32.	East Moline 37	58	.18
33.	Schiller Park 81	57	.18
34.	Schaumberg	57	.13
35.	Danville 118	52	.16
36.	Evanston Township 202	52	.16
37.	Rock Island	52	.16
38.	Lake Zurich 95	51	.16
39.	Sterling C.U.	47	.14
40.	Elmhurst 205	45	.14

TABLE IV.5
ILLINOIS DISTRICTS
REPORTING 20 OR MORE
STUDENTS ENROLLED IN BILINGUAL EDUCATION PROGRAMS

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1977-1978

(Continued)

RANK	DISTRICT	TOTAL	PERCENT DISTRIBUTION
41.	Berkely 87	45	.14
42.	Mannheim 83	42	.13
43.	Addison	41	.13
44.	Highland Park 113	41	13
45.	Bloomington 87	40	.12
46.	East Maine 63	39	.12
47.	Mundelein 75	38	.12
48.	Highwood/Highland Park 111	38	.12
49.	Benjamin 25	37	.11
50.	Arlington Heights 36	36	.11
51.	Pontiac 429	36	.11
52.	Marengo 140	36	.11
53.	Wilmette	35	.11
54.	Arcola 306	33	.10
55.	Streator Elementary 45	31	.09
56.	Plano Unit 88	30	.09
57.	Highland Park 107	29	.09
58.	Batavia 101	28	.09
59.	Valley View 365	28	.09
60.	Hoopeston 11	27	.08
61.	East Chicago Heights 169	26	.08
62.	Onarga Community Unit	26	.08
63.	Champaign 4	25	.07
64.	Rockdale 84	25	.07
65.	Cicero 99	22	.07
66.	Township High School 211	21	.06
67.	Leyden Community High School 212	21	.06
68.	Dekalb 428	21	.06
69.	Round Lake 116	21	.06
70.	Calumet 132	20	.06
	TOTAL	32,316	99.99%

Source: 1977-78 Bilingual Census
Students Enrolled in Bilingual Education Programs

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Data for the school districts sampled for this study are found in Table IV.6. This table indicates data for the three years in which the transitional bilingual education program has been in operation and affords the opportunity to determine changes in need and enrollments in these programs. The table indicates that the number of students of limited English proficiency in sampled districts (those reporting enrollments of 20 or more students) has risen from 23,619 in 1976-77 to 34,139 in 1978-79. It must be noted that three school districts did not report data for 1976-77, while all reported 1978-79 figures. Enrollment in 1976-77 (3 districts non-reporting) was 20,157. In 1978-79, with all sampled schools reporting, 31,418 students were enrolled. This indicates an increase of over 11,000 students enrolled in bilingual education programs in the sampled districts. This increase in enrollment took place in 14 of the sampled districts; one did not report and seven had decreases. The greatest increase in student enrollment took place in Chicago; an increase of over 10,000 students was indicated in this city's schools. The remaining increases took place in the other districts, although it must be noted that part of this increase is due to the inclusion in the 1978-79 sample data of three districts not reporting data for previous years.

The 1977-78 state-wide Bilingual Census found 34,377 (or 51.3%) of the total limited English proficiency students not enrolled in bilingual education programs. An investigation of 55 districts with 20 or more enrolled students revealed an unmet need of 32.4%. Our study of 22 districts, based on 20 or more students enrolled, found 1,598 or only 5.5% of the identified students not enrolled (Table IV.6). These disparities can be explained in a variety of ways. First, the Census data is created out of data often collected by school districts at the beginning of the school year; the data presented in this study were determined from data gathered in the following spring of the same school year. This latter collection allows for a more comprehensive count of enrollment. Second, data found in this study was obtained from Bilingual Program Directors, rather than the Bilingual Census, so the source differs. Third, some of the school districts not included in the data collection sample may have higher percentages of students identified and not enrolled. Fourth, some sampled districts only provided data on enrolled students, omitting the identified and not enrolled data. All of these problems in data collection have contributed to the disparity between Census and survey figures.

TABLE IV.6 Identified and Enrolled Limited English Proficiency Students in 22 Sampled Districts, 1976-1977 to 1978-1979

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Distribution of Students	1976-1977			1977-1978			1978-1979		
	Number	Percent	Number of District not Reporting	Number	Percent	Number of District not Reporting	Number	Percent	Number of District not Reporting
Number of Students Identified as Limited English Proficiency	23,619	100	6	28,743	100	4	34,139	100	1
Number of Students Enrolled in a Bilingual Education Program	20,157	85.3	3	27,145	94.4	2	31,418	92.0	0
Number of Students Identified as Limited English Proficiency but not Enrolled in a Bilingual Education Program[1]	3,462	14.7	6	1,598	5.5	4	2,721	8.0	1

[1] The number of identified students enrolled is derived by subtracting enrollments from the total number of students identified. The number and percent of students identified as being of limited English proficiency but not enrolled is artificially low because more districts reported enrollment data than reported total number of identified students.

Source: 22 Bilingual Program Directors

The reasons for the difference between the figures of non-enrollment presented in the Census and this study are also due to factors other than method and substance of reporting. The Bilingual Census does not provide data on the English proficiency level of students enrolled in bilingual education programs. It is therefore impossible to accurately determine from the Census data the proficiency level of the enrolled students as well as the number of identified but not enrolled students. State law requires:

> *"When, at the beginning of any school year, there is within an attendance center of a school district not including children who are enrolled in existing private school systems, 20 or more children of limited English-speaking ability in any such language classification, the school district shall establish, for each classification, a program in transitional bilingual education for the children therein; provided, however, that a school district may establish a program in transitional bilingual education with respect to any classification with less than 20 children therein."*

Given the ambiguity of that language, the Rules and Regulations define this article as one requiring that school districts with 20 or more limited English speaking students of the same language background in one attendance center to provide a program on transitional bilingual education. Yet the intent appears to be providing for the enrollment of every school age child of limited English speaking ability not attending private school, as evidenced by the language of the legislation: "to insure equal educational opportunity to every child," "every school-age child of limited English-speaking ability...shall be enrolled and participate in transitional bilingual education.

In practice, furthermore, the law has been interpreted as meaning that only students classified at Levels I through III English proficiency must be enrolled in transitional bilingual programs. Students classified at Level IV and above may be enrolled depending on space availability and need. Personnel from several districts, when questioned about this enrollment of students by need, indicated that students at English proficiency Levels I through III are always enrolled, but space and staffing limitations constrain the enrollment of the Level IV students.

In this study, as Table IV.7 indicates, well over half of the students taught by interviewed teachers were classified at the most limited English competency levels (Levels I or II). Fifty-seven percent of all students being taught by those interviewed were classified in the most limited English categories; only 12% of the students were classified at Level IV. It is only at the secondary level in downstate school districts that a preponderance of the students have achieved Levels II and IV as reported by the teachers interviewed.

Using the ability of this study to break down enrollment and need into proficiency levels we have been able to examine the difference in percentages offered in the Census and this study. Though the data are drawn from different sources we can use the survey to examine a missing variable in the larger Census. The indication from the survey is that students of limited English proficiency in sampled districts reporting enrollments of 20 or more students are enrolled in transitional bilingual education programs. Students with greater English proficiency may or may not be enrolled. The 31% of students not enrolled as indicated in the 1977-78 Bilingual Census may be achieving at the higher English proficiency levels. This lessens a disparity between two sets of data. A fuller understanding of the difference between need and enrollment, as well as a better understanding of the ability of programs to meet all students' needs requires further study. Chicago District 299 appears to have taken a large stride toward distinguishing students in need, students enrolled, and students' English performance.

6. Evidence from the sampled school districts indicates that once students are able to comprehend English and function in an all-English classroom, they are transitioned out of the bilingual education program.

The Bilingual Census does not provide data on the number of students annually transferred out of the transitional bilingual education program. Because these data are not collected by the State, many districts do not record the number of transitioned students. District data indicate that there is a transitional component to the program. Only 12 of 22 District Program

TABLE IV.7

Number of Students Taught by Interviewed Teachers by English Proficiency Level 1978-1979

English Proficiency Level	Primary Grades		Secondary Grades		Total	
	#	%	#	%	#	%
Level I	196	19.5	77	11.8	273	16.5
Level II	183	18.2	56	18.5	239	14.4
Level III	264	26.2	132	20.2	396	23.9
Level IV	91	9.1	107	16.3	198	11.9
Level A	146	14.5	21	3.2	167	10.1
Level B	77	7.7	190	29.0	267	16.1
Level C	47	4.7	72	11.0	119	7.2
Total	1004	99.9	665	100.0	1659	100.1

Source: Sixty Interviewed Bilingual Education Teachers in 22 Sampled Districts

Directors reported transition data for 1976-77. All 12 were located downstate. Of the 12 districts reporting transition data in 1976, a total of 198 out of 1,857 students were transitioned or 10.7% of total enrollment in the reporting districts. In 1977-78, also with 12 downstate districts reporting, 299 students out of 2,065, or 14.5% of total district enrollment were transitioned. In the 11 downstate districts reporting for 1978-79, officials predict that 249 of the 1,488 students enrolled (16.7%) will be transferred to all-English classrooms during, or at the end of, the current school year. Nineteen bilingual education teachers in 10 of the 11 districts report transitioning 121 students out of a total enrollment of 501 students, yielding a transition rate of 24.3% for 1978-79.

The transition rate varies by district and annually within each district. One district reported an unusually high transition rate of 49.5% for 1977-78 when 50 of the 101 students enrolled in the transitional bilingual education program were transitioned. In 1976-77, none of the 80 enrolled students were transitioned. The same district expects to transition 30 of the 116 students or 25.9% of those enrolled in 1978-79.

The highest transition rate reported in 1976-77 was 50%. This occurred in a small program that transitioned five of the ten students. The lowest reported transition rate was 0% (out of 80 students). The highest transition rate reported in 1977-78 was the above mentioned 49.5%; the lowest transition rate was 3.3% in a district reporting 2 of 61 students transitioned. The anticipated transition rates for 1978-79 include a high of 41.7% in a district planning to transition 15 of 36 students enrolled. The lowest prediction is 3.1% in a district that anticipates transition of 5 of the 160 students currently enrolled.

The variations in transition rates from one district to another may be explained as a function of the length of time a particular program has been in operation (the newer the program, the less availability of transitioning data); the relative emphasis placed on transitioning by each program, and; the English language proficiency levels of the participating students. A higher transition rate would be expected for a program enrolling a majority of Level II and IV students and a lower transition rate for a program with predominately Level I and II students. It is interesting to note that in 10 out of the 12 districts for which District Program Directors reported transition rates, 19 interviewed bilingual education teachers reported for 1978-79 transitions 121 out of 501 enrolled students, yielding a rate of 24.3 percent. For that same year, Program Directors in eleven districts reported 249 students transitioned out of a total reported enrollment of 1,488, or a 16.7% transition rate.

Those variations, the low level of response (50% of the sampled districts) and the disparity between the transition rates reported by District Program Directors and those reported by bilingual education teachers may be partly due to differences in the degree of District Program Directors' awareness of transition data for their district or that the data is not collected or recorded at the district level, but rather at the attendance center level.

The scarcity of transition data underscores weaknesses in a data base in which the most relevant elements decision-makers need (i.e., the transition rate of a traditional program) have not been fully identified, nor at what level those key elements should be collected. However, transition data is being partially collected and documented, although program standards do not seem to require it. Again, the goals of the state-funded transitional bilingual education program in failing to clearly define the transitioning of students as an expected outcome, or the evolution of prerequisites a posteriori calls for a thorough analysis of those goals and requirements in light of present needs.

B. DISTRICT LEVEL MANAGEMENT OF THE TRANSITIONAL BILINGUAL EDUCATION PROGRAM

At the District level the Superintendent, the Bilingual Program Director, the attendance center principals and the bilingual education teachers all play a role in administering and operating the transitional bilingual education program. Although the positions involved do not differ by district, the specific responsibilities assigned to each individual do vary by district. In addition, the extent of parental participation varies among the sampled districts.

This section will describe:

- the responsibilities of Superintendents, Program Directors, principals and teachers in the administration of the bilingual education program;
- the absence of a centralized data repository to support management of the program at the district level;
- parental involvement in the transitional bilingual education program.

1. The District Superintendent has ultimate responsibility for the district's transitional bilingual education program and establishes its overall direction.

The District Superintendent through the local Board of Education is ultimately responsible for all educational programs in the district's public schools, including the transitional bilingual education program. As such, the Superintendent sets the tone for the transitional bilingual educational program in the district by specifying local goals and directions for the program.

The interviewed Superintendents generally express support for the transitional bilingual education program and demonstrate a sensitivity to its transitional rather than maintenance character. Superintendents express a recognition of need for the program as a bridge between the children's home cultures and American customs and experiences. Several Superintendents noted, however, that there are individuals in the district who would prefer a program that more strongly emphasizes maintenance of the children's home culture.

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Superintendents, as the ultimate educational authority in the district, oversee and supervise implementation of the transitional bilingual education program. In two of the sampled districts the Superintendent reportedly participates directly in planning for the bilingual education program. However, in most districts, the Bilingual Program Director is responsible for program planning and reports directly to the Superintendent in this area. In four of the 22 sampled districts the Program Director reports to an Assistant Superintendent.

2. All Bilingual Program Directors participate in program planning and monitoring of bilingual education teachers; however, the activities of the Program Director seem to differ from one district to another.

The Bilingual Program Director's functions reportedly differ from one district to another. All Program Directors play a central role in development of the preapproval application and participate in the monitoring and evaluation of bilingual education teachers. The extent of the Program Director's involvement in data collection concerning program activities and in monitoring of student progress varies considerably.

The interviewed Bilingual Program Directors report that they are ultimately responsible for developing the preapproval application. Approximately half report that input is sought from bilingual education teachers, principals and parents. Nine districts indicate that this input is provided through a committee structure or another organized format. One District reported to receiving technical assistance to the program planning process from the Bilingual Education Service Center located in Arlington Heights.

Program Directors in 20 of the sampled districts report that they monitor and evaluate the bilingual education teachers. The monitoring and evaluation ranges from frequent contact with the teachers to formal annual or semi-annual classroom observation using district developed forms and procedures. Evaluation is often conducted jointly with the attendance center principal.

The degree to which the Program Director is responsible for compilation and maintenance of data about program activities varies in the 22 sampled districts.

Ten of the interviewed Program Directors indicate that they maintain records about enrollment levels in the transitional bilingual education program. Nine report responsibility for budgeting and program funding data. Thus, more than half the Program Directors do not maintain enrollment data or budget information. It is possible, however, that another source in the district is responsible for these activities.

While 19 Program Directors report involvement in monitoring the progress of students enrolled in the transitional bilingual education program, much of the monitoring occurs informally through discussions with teachers and classroom visits. Slightly less than half the Program Directors interviewed receive the standardized test scores for children in the program. Several districts have developed unique reporting systems to keep the Program Director informed about students' progress, however. These are highlighted below:

- One district, Chicago, has a District-wide computerized reporting system that records data for each student concerning the teacher's assessment of English language proficiency, enrollment dates, and test scores for achievement in English reading and vocabulary and in mathematics. This district-wide information is available at the central office and information concerning students at each school is distributed to the appropriate principals.
- Another district, Waukegan, maintains a file on each student enrolled in the bilingual education program. A standardized pupil data sheet has been developed for completion by the bilingual teacher semi-annually. This form describes the student's progress and is kept in the student's file in the district office.
- A third district, Palatine, reports that it is in the process of revising the cumulative student record form to contain all the necessary data for bilingual education students. The folder will be maintained at the school, but a copy will be sent to the Bilingual Program Director.

The relative strengths and weaknesses of these systems, or its elements, for adoption on a state-wide basis should be analyzed by the State of Illinois in considering this study's recommendation for a state-wide management information system. Another aspect of the Program Director's activities that varies by district is the technical assistance function. Seven interviewed Directors report responsibility for in-service training of bilingual education teachers and cooperating teachers. Six of the Program Directors indicate involvement with curriculum development for the bilingual education program. Three interviewed Program Directors are assigned other functions not directly related to the transitional bilingual education program. Two of the interviewed Program Directors in sampled districts also serve as school principals and one is the director of several programs for special needs groups in the district. As described above, the Program Director's administrative responsibility for the transitional bilingual education program varies considerably by school district.

3. Principals and teachers work with the Bilingual Program Directors to implement the bilingual education program at the attendance center level.

The principal's reported responsibilities for the bilingual education program are shared with the Program Director and include monitoring and evaluating teachers and having input into the development of the preapproval application. As a result the principals and the Program Director often work together; the Program Director establishes the general framework and the principals accept responsibility for daily operation of the program within the school.

Teachers in the bilingual education program provide instruction and assume responsibility for monitoring the students' progress on a regular basis. In about half the districts visited the teachers are also responsible for maintaining the students' records. Although the teachers' ability to become involved in administration of the program is limited by their other responsibilities, half the districts indicate that teachers provide input into the preapproval application through membership on a committee or attendance at planning meetings. Two districts report that teachers are given considerable managerial responsibility including one district that credits the senior bilingual education teacher for the original design of the district's bilingual education program.

4. The absence of a centralized data source about the district's bilingual education program hinders planning, management and evaluation of the transitional bilingual education program at the district and state levels.

The two mandated sources of information concerning the transitional bilingual education program are the Bilingual Census and the preapproval application.

Bilingual Program Directors are aware of these sources and can generally cite information available in these documents. However, additional information is needed to effectively manage the bilingual education program at the district level and this information is not compiled by or available to Program Directors in many districts. For example:

- Approximately half the Program Directors interviewed could not provide information about the number of children annually transitioned to an all-English classroom.
- Depending on the year under discussion, four to six of the interviewed Program Directors could not provide information about the number of limited English proficiency students identified and enrolled in the district.

In addition many districts seem to offer attendance centers considerable freedom to plan and operate their own bilingual education programs. While individualization to meet the specific needs of the school community may be desirable, the district should at least be knowledgeable about how the attendance centers are operating the program. This study revealed that this is not always the case. For instance:

- While district enrollment totals may include schools not visited in the sample, this survey would not expect the observed schools to report higher enrollment in the transitional bilingual education program than the figure presented by the district. Neverthe less, in four of the districts visited for this study, the observed school reported a higher total enrollment in the porgram than is reported by the district's Program Director.
- Additionally, in two districts where all the schools operating a bilingual education program were visited, the schools report lower enrollment in the program than is reported by the Program Director.
- In half the districts visited, district officials could not provide data on the number of children annually transitioned to an all-English classroom.

These situations indicate that district personnel are not kept informed of changes that occur at the attendance center level. In the absence of up-to-date information, district officials cannot accurately plan for the future.

This study further indicates that the data necessary for program planning and management are also not consistently available at the attendance center level. Our interviews indicate that for the 22 sampled districts:

- Attendance centers in two of the districts visited could not provide data on the number of students enrolled in the bilingual education program. In four additional districts the attendance centers could provide only limited enrollment information; i.e., it was not available for all schools visited and/or for each of the three years requested.

- In five of the districts visited, the attendance centers could not provide data on the number of children transitioned to an all-English classroom. In an additional seven districts, the attendance centers could provide only limited transition data, i.e., data were not available for all observed schools and/or for each of the three years requested.

Program management and evaluation would be facilitated with information about enrollment levels, transition rates, the number of children in need, the children's competency levels at the time of entrance to the program. Also, Program Directors are not receiving this type of information consistently. In six of the 22 sampled districts, the district office does not receive the children's standardized test scores. In addition, 11 districts report that student grades are maintained at the schools and no information is regularly transmitted to the district.

5. State regulations require parental and community involvement in planning and administering the transitional bilingual education program, but the sampled districts indicate that this has been difficult to achieve.

The regulations for the transitional bilingual education program require establishment of a Parent Advisory Committee in each district to afford parents an opportunity to express their views about program planning, operation and evaluation. Twelve of the sampled districts indicate that parents are involved in the development of the preapproval application before its submission to IOE, while 10 districts did not indicate the existence of parental involvement.

Parental involvement in the program is most frequent regarding their own children; participation in program management is less frequently reported. While 12 districts report that 80% - 100% of the parents attend meetings with teachers to discuss their children's progress, parental involvement in other activities is not as common. As shown in Table IV.8, few districts report sizeable parent participation in PTA meetings or classroom activities. Language difficulties may limit parents' participation in meetings that are conducted in English and may partially explain their low level of participation in Parent Advisory Committee meetings.

The findings of this study are consistent with those reported in the 1978 Chicago Bilingual Program Evaluation Report. Chicago distributed questionnaires to 481 parents of children in the bilingual education program to obtain their opinions about the program. Of the parents who responded, 25% had never been in a bilingual education classroom and 17% reported never having been contacted by attendance center officials concerning their children's progress in school. Although the data collected based on the parent questionnarie was sought for analysis in this study, District personnel reported that the data have limited utility.

A total of seventy parents were interviewed for the purposes of this study. From three to six parents were interviewed in each of the 21 downstate districts as selected by the Program Director. A total of ten parents were interviewed in Chicago representing the district wide Parent Advisory Committee.

Interviewed parents in the 22 sampled districts offer two explanations for their inability to become more actively involved in their children's education.

- Many activities occur during daytime hours and conflict with the parents' work schedule.
- PTA meetings and school activities are often conducted in English. Parents of limited English proficiency may not fully understand the language used and consequently cannot choose to attend.

Although districts report that parents are not extensively involved in program planning, the parents interviewed in the 22 sampled districts are generally supportive of the program. In 17 of the 22 districts visited, a majority of the interviewed parents report that their children are making satisfactory

TABLE IV.8

Number of Districts Reporting Parental Involvement in Bilingual Education Program Activities

Percent of Parents Participating	ACTIVITY				
	Meeting With Teachers	PTA Meetings	Classroom Activities	Attendance Center Social Activities	Parent Advisory Committee
0 - 19	4	13	9	5	4
20 - 39	1	3	2	3	8
40 - 59	0	0	4	4	6
60 - 79	0	0	1	2	1
80 - 100	12	2	3	6	1
No Response	5	4	3	2	2

Source: 22 Interviewed Bilingual Program Directors or good progress in school. Parents in ten districts indicate they see no areas in which the program needs improvement. In districts where the parents do suggest improvements, the suggestions frequently involve expansion of the program and/or increased emphasis on the children's home culture. In the City of Chicago, parent advisory committees operate on both a school and district-wide level. The ten interviewed parents in Chicago report considerable support for the program and indicate a desire to increase their participation in the future. More detailed information about the parents suggestions in the individual districts is presented in the narratives in Appendix E.

The 1978 Chicago Bilingual Program Evaluation Report provides additional evidence of support for the program among parents. Of the 481 parents responding, 96% reported that the program was of help to their children and 89% approved of the schools' conduct of the bilingual education program. Over 75% of parents expressed a desire for the program to be continued or expanded while less that 2% advocated elimination of the program.

Finally, Bilingual Program Directors were asked to report on parental impact on the district's bilingual education program. Fifteen out of 22 Directors or 68%, reported that the parents have had a positive impact on the district's bilingual education program. When the responses of the Directors are categorized, it is found that:

- Nine Directors indicate that parents have aided in the development of ideas and strategies later incorporated into the program. Two Directors report the existence of strong Parent Advisory Committees that maintain close contact with the bilingual education classrooms. Four Directors state that the parents' impact is larely cooperative and supportive.
- Seven Program Directors (32%) report little or no impact on the part of participating parents. In the opinion of the Directors, the parents in these districts do not perceive that their role is to aid in the development or provision of bilingual education services to their children.

This section has presented findings about management of the transitional bilingual education program at the district level. It has focused on the involvement of parents and district and attendance center personnel in planning, operating and evaluating the program and has highlighted the deficiencies in the data base that limit effective management of the program. The following section presents findings concerning the design of the transitional bilingual education program in the sampled districts.

C. DESIGN OF THE TRANSITIONAL BILINGUAL EDUCATION PROGRAMS

State law P.A. 78-727 mandates the provision of transitional bilingual education programs in attendance centers identifying 20 or more limited English language proficiency students sharing a common home language. Provisions of the law and its accompanying regulations while establishing guidelines for the school districts regarding design of their transitional bilingual education programs, do not establish similar guidelines for the State Board of Education. District guidelines include:

- requirements that teachers must meet to receive certification as bilingual education teachers;
- parental consent for enrollment of children in the program;
- placement of children in classes with other students of approximately the same age and level of educational attainment;
- provision of at least 90 minutes of instruction daily through the native language of the students enrolled in the program; and the
- provision if instruction in:
  - all subjects required by law and the school district,
  - language arts in the students' native language,
  - the aural comprehension, speaking, reading and writing of English, and
  - the history and culture of the students' native land and of the United States.

While the State law and regulations establish the basic framework, school districts are empowered to design and implement a transitional education program most appropriate to the needs of local students. Thus districts have the authority to determine:

- criteria for entrance into the program;
- the curriculum of the transitional bilingual education program and the means of achieving coordination with the all-English curriculum;
- classroom instruction models and teaching strategies;
- the use of teacher aides and parent aides to supplement the teaching staff;
- criteria for determining a student's readiness for transition to an all-English classroom and procedures for achieving this transition.

This section will describe the design of the transitional bilingual eduation program in the 22 sampled districts. It will highlight how the districts operate programs including similarities and differences among the districts.

1. Entrance to the transitional bilingual education program is based upon a student's performance on standardized tests and/or subjective assessments by teachers; but no uniformity in procedures exists.

Twenty two bilingual Program Directors, 60 attendance center principals and 60 bilingual education teachers were asked to identify the criteria used to determine whether a child should be enrolled in a transitional bilingual education program. State law and regulations specify categories of English proficiency for classification of limited English proficiency students. They do not prescribe the criteria or techniques for determining the appropriate classification. Our findings indicate that districts generally use several procedures to determine a student's English proficiency and his/her need for a bilingual education program and that opinions differ to the appropriateness of these procedures. The techniques include standardized tests, teacher designed tests and subjective measures. The actual criteria or standards to be applied in determining classifications were not reported however. For example, the cut off points in terms of test scores or the weights assigned to combined testing and teachers' assessment procedures were not reported.

The responses of Program Directors, principals and bilingual teachers with regard to entrance criteria differ. Table IV.9 displays the responses of the Bilingual Program Directors and the bilingual education teachers concerning entrance criteria. These responses generally address procedures rather than criteria and reflect a lack of agreement on the procedures that are actually used. It should be noted that Program Directors may not be aware of procedures actually in use in individual schools.

Both Program Directors and bilingual education teachers report using an average of two procedures or techniques. It should be noted that the Program Directors and teachers do not necessarily indicate use of the same procedures, however. For example, standardized scores are reported as a factor in determing entrance to a bilingual education program by 18.2% of the Program Directors interviewed and 53.3% of the interviewed bilingual education teachers. The most common technique noted by the teachers is the bilingual education teacher's judgment.

TABLE IV.9

Program Directors and Bilingual Education Teacher Responses When Asked to Identify Criteria Used to Determine Entrance to the Transitional Bilingual Education Program in the 22 Sampled Districts

Responses Noted by Program Directors[1]	Program Directors Reporting Each Type of Response #	%	Bilingual Education Teacher Responses	Bilingual Education Teachers Reporting Each Type of Response #	%
1. Students' English proficiency categorized as Level I-III	8	36.4	1. Bilingual education teacher's assessment	38	63.3
2. Parental request/approval	6	27.3	2. Standardized and diagnostic tests	32	53.3
3. Bilingual education teacher's assessment	4	18.2	3. Referral by other teachers	26	43.3
4. Standardized and diagnostic tests	4	18.2	4. Teacher made tests	20	33.3
5. Teacher made tests	4	18.2	5. Parental request/approval	10	16.7
6. Testing by Program Director	3	13.6	6. School or district-wide tests	5	8.3
7. Multilingual Census results	2	9.1	7. Testing by Program Director	2	3.3
8. IOE Guidelines	1	4.5	8. Time spent in United States	2	3.3
9. Referral by other teachers	1	4.5	9. Language spoken at home	1	1.7
10. None	2	9.1	10. Reading Ability	1	1.7

[1] No response = Two Program Directors.

Sources: Bilingual Program Directors and 60 Bilingual Education teachers in the 22 sampled districts.

The procedures used to determine entry into the bilingual education program do not vary substantially by size of the program. One exception to this, however, is that the teachers in districts with more than 100 students enrolled in the bilingual education program report the use of standardized tests as part of the enrollment determination process.

The results of the interviews indicate that subjective judgment is frequently an important factor in determining whether a child would benefit from enrollment in a bilingual education program. Subjective factors noted by both district and attendance center personnel include:

- bilingual education teacher's assessment ;
- parental request ; and
- referral by other teachers .

Additional factors such as teacher made tests, testing and/or interview by the Program Director, time spent in the United States and reading ability, while not entirely subjective techniques, are also not completely objective decision-making tools either.

Although our data indicate the absence of district-wide entrance procedures in most districts, two of the sampled districts provided copies of written district-wide entrance procedures or criteria. These two districts differ from most others sampled in that they employ written district-wide criteria, although they differ somethat in method. The first district intervenes if a parent or child demonstrates difficulty in comprehending English. A bilingual education teacher or tutor communicates with the parent and interviews the child to determine English proficiency level. Interviews are used for students with lesser proficiency. A combination of bilingual teacher interviews and the Bilingual Syntax Measure are used for students with more English competency.

The second district employs testing in the spring for the placement of all students for the following academic year. A multilingual census form which includes standardized tests and teacher ratings is used in addition to continuous progress reading level, age and the length of time the student has been in the school. This information is computerized and a print-out sent secondary level instruction is more departmentalized. Both approaches mirror the division of curriculum found in all-English elementary and secondary instruction.

Eighty five percent of the 41 elementary level teachers interviewed provide instruction in home language arts. Only thirty seven percent of the 19 secondary level bilingual instructors teach home language arts. This difference in curriculum is due to the smaller percentage of older students classified at the lowest proficiency level. Secondary teachers interviewed are for the most part science and social studies teachers and therefore, home language instruction, if needed, would often be provided by cooperating bilingual education teachers. Conclusive data concerning the number of minutes of instruction provided in the home language was not found by this study. Responses as to time spent in instruction in each subject area conflict among attendance centers within districts. Therefore, we could not clearly identify the language used for the instruction.

On the basis of the data collected it appears that the amount of time devoted to each subject area in the bilingual education program varies by grade level. Teachers at the lower grade levels report more time devoted to instruction of language arts. Fourteen of the 17 teachers reporting at least 90 minutes of instruction in language arts in the home language teach kindergarten through third grade. Although other teachers may not provide 90 minutes of home language instruction in language arts, most provide a total of 90 minutes of home language instruction in all subjects combined.

3. Bilingual education teachers are generally State certified in bilingual education, have two years of experience teaching bilingual education in their current district and provide instruction in English and one other language.

The State of Illinois issues transitional bilingual education certificates to individuals who are qualified to perform as bilingual education teachers. Qualifications include:

- possession of a valid teaching certificate issued by the State of Illinois, the Chicago Board of Examiners, or teaching certificate issued by another state or foreign country within the last five years:
- demonstrated speaking and reading ability in a non-English language that is taught in the transitional bilingual education program; and
- demonstrated ability to communicate in English

to schools in the fall indicates students with limited English proficiency. These students are identified for enrollment in the transitional bilingual education program.

2. Interviewed attendance center personnel report that the bilingual education curriculum is generally similar to the all-English curriculum and assures instruction in all required subjects in the home language and/or English, although teacher coordination of the curricula is usually only informal.

Principals at the 61 attendance centers visited indicate that the curriculum in the bilingual education classes is basically similar to the all-English classroom. Active efforts to coordinate the all-English and the bilingual education instruction is reported to occur at about 60% of the attendance centers visited; other schools report no effort to coordinate implementing the two curricula. Coordination though informal channels such as teacher cooperation and the sharing of materials is reported, however by approximately 65% of the respondents. In 13 attendance centers, or 35% of those reporting coordination efforts, a committee structure is used to discuss the curricula and assure curricular compatibility.

At a still less formal level, instruction can be coordinated through communication between individual bilingual education and cooperating teachers: the instruction in the bilingual and all-English classrooms. This is particularly important for students who attend bilingual education classes for part of the day and all-English classes for the remainder of the school day. Virtually all bilingual education teachers report some communication with teachers in the all-English classrooms to discuss students' progress, special problems, and curriculum. While 44% of the 60 bilingual education teachers interviewed indicate that such communication occurs as needed; 56% of these teachers add that the contact is regular and occurs at least biweekly. Several respondents also note that bilingual education teachers and cooperating teachers discuss grades for students and exchange written progress reports on individual students.

Transitional bilingual education program students are required to receive instruction in all subjects required of students in the all-English curriculum. This instruction can be provided by a bilingual education and or a cooperating teacher. As shown in Table IV.10 at the elementary school level the bilingual education teacher tends to cover all subject areas; at the

TABLE IV.10

Subjects Taught by Bilingual Education Teachers in 22 Sampled Districts

Subjects Taught	Teachers Providing Instruction			
	Elementary Level (42 teachers)		Secondary Level (19 teachers)	
	#	%	#	%
Language Arts in Home Language	36	85.7	7	36.8
Language Arts-English	35	83.3	12	63.2
ESL	33	78.6	11	57.9
Mathematics	34	81.0	10	52.6
Science	29	69.0	5	26.3
Social Studies	34	81.0	14	73.7
Music and/or Art	21	50.0	6	31.6
Cultural Affairs	8	19.0	4	21.0
Economics	-	-	1	5.3
Consumer Education	-	-	2	10.5

Source: Interviewed bilingual education teachers, 41 at the elementary level and 19 at the secondary level.

Proficiency in both languages can be demonstrated through a state examination, certification from an institution of higher education or previous experience.

In 20 of the 22 sampled districts all applicants are required to meet state certification requirements. Of these respondents, ten indicated that applicants must have both a regular certificate and a bilingual education certificate. Five respondents report that applicants must meet state certification requirements; the remaining five individuals state that applicants must have a bilingual education certificate. Only one downstate district hires individuals who possess only a regular teaching certificate. Chicago has a separate certification program for teachers in the Chicago schools, but bilingual education teachers are required to receive a special endorsement to indicate that they meet State requirements.

Several Bilingual Program Directors note past problems encountered in obtaining qualified bilingual education teachers. They note a recent increase in the number of new teachers being trained by State colleges and universities in bilingual education. This enables them to find qualified applicants more easily.

Recent increases in the training of bilingual education teachers offer partial explanation for the finding that over half the interviewed teachers have been teaching bilingual education for less than four years in the same district. Table IV.11 indicates that the districts with the largest bilingual education programs have the highest proportion of new teachers.

Eighty percent of the 60 teachers interviewed for this study report at least two years of bilingual education teaching experience. This is comparable to the findings in the Chicago 1978 Bilingual Program Evaluation Report which indicate that 83.2% of the bilingual education teachers have at least two years of experience teaching bilingual education in their current district.

TABLE IV.11

Years of Bilingual Teaching Experience by Size of the District's Bilingual Education Program

Number of Students Enrolled in the District's Bilingual Education Program	Years of Teaching Experience					
	0-1.9	2.0-3.9	4.0-5.9	6.0-7.9	8.0-9.9	10+
0 - 50	1	2	2	1		
51 - 100	3	1	3	1		
101 - 200		5	1	4	1	1
20 +	8	13	7	5	1	
Total	12	21	13	11	2	1

Source: Sixty Interviewed Bilingual Education Teachers

In contrast, a national study of Title VII bilingual education teachers found that 65% of teachers had more than two years of bilingual education teaching experience.[1]

Fifty of the 60 interviewed teachers report providing instruction in one language other than English. Of these teachers, 48 or (96%) teach in English and Spanish. One teacher teaches in English and Laotian and another in English and Assyrian. Sixteen percent of the teachers provide instruction in classrooms that serve children of more than one home language. Three teachers indicate that their classrooms include children of two different home languages. One teacher reports a classroom with four different home languages. Five teachers teach in classes that enroll children of six or more home languages.

Because teachers do not have fluency in all their students' native language, the multilingual classrooms generally rely on teacher aides to provide the instruction in the home language. A total of 25 different languages are reported by the interviewed teachers. Many of the multilingual classrooms are arranged in small groups with an aide providing instruction in the home language and assisting the teacher. In one multilingual classroom, lessons are provided for the whole class by the teacher and the aides teach small groups using children's home language to cover the same subject matter.

4. The bilingual education program particularly in the sampled downstate districts emphasizes small group and individualized instruction using teachers and teacher aides.

A Bilingual education classroom was observed for 30 minutes during each attendance center site visit. An observer recorded classroom activity at three ten minute intervals for a total of three records per classroom. Table IV.12 summarizes the instructional formats used. The table indicates that more than half of the 58 recorded observations in both the downstate and the Chicago classrooms reflect the use of small group and/or individualized in-instruction. Both the Chicago 1978 Bilingual Program Evaluation Report and

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[1] American Institutes of Research. Evaluation of the Impact of ESEA Title VII Spanish/English Bilingual Education Program: Overview of Study Findings. March, 1978; p.12.

TABLE IV.12

Instructional Format Recorded During the Classroom Observation

	Downstate Attendance Centers		Chicago Attendance Centers	
	#	%	#	%
Students receiving instruction as a total class	43	31.9	19	48.7
Small groups being instructed separately	31	22.9	2	5.1
Individualized instruction and work	18	13.3	7	17.9
Small groups and individual instruction simultaneously	43	31.9	11	28.2
Total	135	100.0	39	99.9

Source: Fifty-eight classroom observations by data collectors with three observations per classroom a national study of Title VII ESEA projects[2] suggest that the use of more small group and individualized instruction may lead to greater gains in acheivement by students.

Small group and/or individualized instruction was used more frequently in downstate than Chicago classrooms. This may be explained by the greater presence of teacher aides in downstate classrooms, where 26 out of 45 classrooms, or 58% were observed with aides. Thirty percent of the 15 Chicago classrooms observed in this study had teacher aides. The Chicago 1978 Bilingual Program Evaluation Report finds only 17% of the classrooms with aides, indicating an oversampling of aided classrooms in this study. Chicago was ranked as a low socio-economic status (SES) district. Chicago and other low (SES) districts tend to have fewer teacher aides than the higher SES districts. This is supported by data presented on observed classrooms in Table IV.13 which indicate that 81.3% of the 16 classrooms in high SES districts had a teacher aide and only 33.3% of the 27 classrooms in the low SES districts had an aide.

Teacher aides supplement the instruction provided by the teacher through correction of papers, answering questions and instruction of children in individualized and small group settings. In some attendance centers parents are used as aides in the classroom and the lunchroom to support the teachers. Parents distribute materials and assist individual children. Fourteen attendance centers indicate that parents serve as aides in the school; 34 centers do not use aides and 12 centers did not respond to the question.

A variety of program models exist for instruction in bilingual education classes. Three of the most commonly found models are:

- self-contained classrooms in which the children remain in the same classroom for the entire academic day receiving all formal instruction from the same teacher

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[2] American Institutes for Research. Evaluation of the Impact of ESEA Title VII Spanish/English Bilingual Education Program: Overview of Study and Findings. March, 1978; pp. 15,18.

TABLE IV.13

Presence of Aides in Observed Classrooms by District's Socio-Economic Status

District's Socio-Economic Status	Total Observed Classrooms		Observed Classrooms with Aide		Observed Classrooms without Aide	
	#	%	#	%	#	%
High	16	100	13	81.3	3	18.8
Medium	14	100	7	50.0	7	50.0
Low	27	100	9	33.3	18	66.6

Source: Sixty observed classrooms with 57 classrooms reporting and three no responses

- pull-out or magnet classrooms in which students are drawn from various classrooms in one or more attendance centers for a portion of the day to receive instruction in their home language; home language instruction must be for at least 90 minutes per day from a bilingual education teacher
- departmentalized model in which students receive instruction in content areas and language arts from several different bilingual education teachers

Chicago and downstate differ with respect to use of program models. While 46.6% of the 45 downstate teachers interviewed indicate use of a pull-out or magnet model, only 6.7% of the 15 interviewed Chicago teachers report use of this model. Instead, 66.7% of the Chicago teachers use the self-contained model. This model is used by 34.4% of the teachers downstate. Twenty percent of the teachers interviewed in Chicago use the departmentalized model; none of the down-state teachers teachers use this model. Twenty nine percent of the downstate teachers did not indicate the program model implemented in their classrooms.

Attendance center personnel were not questioned specifically about their satisfaction with their current program model. A few principals did, however, discuss program models when asked about the strengths and weaknesses of the bilingual education program in their attendance center. Some of the following comments were made that may warrant additional investigation.

- The pull-out model presents some scheduling problems when attempting to ensure that children receive all required instruction.
- Children may be adversely affected by a pull-out program because they miss part of the instruction in the home classroom.
- It is difficult to establish and maintain the needed level of communication between teachers to effectively implement the pull-out model.
- Bussing children to a magnet school for a bilingual education program is a strain on small children that may inhibit participation in the program and extra-curricular activities; it also creates coordination problems between the participating attendance centers.
- The self-contained classroom model limits the interaction between the students in the bilingual education program and the all-English program.

The comments presented above indicate that the most commonly used models have some limitations. Additional study would be needed to determine the seriousness of these problems and to identify potential solutions.

This description of the environment in the bilingual education classrooms presents a summary of findings statewide. Detailed descriptions of the bilingual education classrooms are provided in the district profiles that can be found in Appendix E.

5. The use of student's home language by teachers in the classroom varies by the content area being presented.

There is considerable interest in identifying the proportion of classroom time spent speaking in English or the student's home language. Therefore, classroom observers were asked to identify the percentage of English and home language spoken:

- by teachers to the students
- by teacher aides to the students
- by students to the teachers
- by students to the teacher aides.

Based on the classroom observation made for this study, the percentage of English spoken tends to vary by the subject matter being taught rather than the English proficiency level of the students. In addition, students tend to respond in the same language used by the teacher or the teacher aide.

Tables IV.14A through D present the data for the four content areas most frequently observed during the classroom visits: English language arts and English as a Second Language (ESL), home language arts, mathematics, and history and social studies. The following patterns are revealed:

- a predominant use of English by teachers providing instruction in English language arts and ESL
    - students generally responding to the teacher in English, but not using English with aides as often as with teachers.
    - teacher aides using English and home language almost equally in teaching English language arts and ESL, and students responding to the teacher aides using both language equally.

- Teachers speak the home language predominantly when giving home language arts lessons.
    - Students respond to the teacher mostly in the home language.
    - Teacher aides and students responding to aides use English and the home language equally in home language arts classes.
- Teachers are almost evenly distributed between English dominance and home language dominance in the teaching of mathematics.
    - Children respond to the teacher more frequently in the home language during mathematics lessons.
    - Teacher aides tend to use the home language when giving lessons in math and students respond to the aides primarily in the home language.
- Teachers providing instruction in history and social studies predominantly use the home language.
    - Students generally respond to the teacher in the home language.
    - None of the classrooms observed teaching these subjects had teacher aides.

Several observers note that while students may respond to the teacher and/or aide in English, they may speak to their peers in the home language. This is particularly common when the students' conversation does not relate to the lesson being given.

A separate analysis of the data was conducted to determine whether the use of English could be related to the English proficiency level of the students in the classroom. Classrooms were divided into those with a majority of students classified as Level I and II English proficiency and classrooms in which a majority of the students were classified at Level III or IV English proficiency. This analysis revealed no relationship between percentage of English spoken by teachers, teacher aides and students and English proficiency level of the students in the classroom. As noted above, subject matter being taught was a better predictor of language usage.

The Chicago 1978 Bilingual Program Evaluation Report dealt with the use of English and home language so as to determine whether the language used varied

TABLE IV.14A

Language Used During Observation Period in Classes Teaching English Language Arts & ESL

% of Time Language is Spoken	English Spoken				Home Language Spoken			
	By Teacher		By Aide(s)		By Teacher		By Aide(s)	
	#	%	#	%	#	%	#	%
0-19	1	4.2	3	23.1	18	75.0	3	23.1
20-39			2	15.4	2	8.3	2	15.4
40-59	3	12.5	2	15.4	1	4.2	2	15.4
60-79	3	12.5	3	23.1	3	12.5	3	23.1
80-100	17	70.8	3	23.1			3	23.1

% of Time Language is Spoken	English Spoken by Students				Home Language Spoken by Students			
	to Teacher		to Aide(s)		to Teacher		to Aide(s)	
	#	%	#	%	#	%	#	%
0-19	5	20.8			11	45.8	3	23.1
20-39	2	8.3	4	30.8	3	12.5		
40-59	4	16.7	5	38.5	4	16.7	4	30.8
60-79	3	12.5	1	7.7	3	12.5	5	38.5
80-100	10	41.7	3	23.1	3	12.5	1	7.7

n = 24 teachers and 13 teacher aides

TABLE IV.14B

Language Used During Observation Period in Classes Teaching Home Language Arts

% of Time Language is Spoken	English Spoken				Home Language Spoken			
	By Teacher		By Aide(s)		By Teacher		By Aide(s)	
	#	%	#	%	#	%	#	%
0-19	9	56.3	2	25			3	37.5
20-39	2	12.5			1	6.25	1	12.5
40-59	4	25.0	1	12.5	4	25	2	25.0
60-79	1	6.25	2	25	2	12.5		
80-100			3	37.5	9	56.3	2	25.0

% of Time Language is Spoken	English Spoken by Students				Home Language Spoken by Students			
	to Teacher		to Aide(s)		to Teacher		to Aide(s)	
	#	%	#	%	#	%	#	%
0-19	7	46.7	2	28.6	2	13.2	2	28.6
20-39	5	33.3	3	42.8				
40-59	1	6.7	1	14.3	2	13.3	2	28.6
60-79			1	14.3	4	26.7	1	14.3
80-100	2	13.3			7	46.7	2	28.6

n = 16 teachers and 8 teacher aides

TABLE IV.14C

Language Used During Observation Period in Classes Teaching Mathematics

% of Time Language is Spoken	English				Home Language			
	By Teacher		By Aide(s)		By Teacher		By Aide(s)	
	#	%	#	%	#	%	#	%
0-19	3	30.0	2	28.5	3	30	1	14.3
20-39	2	20.0	4	57.1				
40-59	2	20.0			2	20		
60-79					2	20	3	42.8
80-100	3	30.0	1	14.4	3	30	3	42.8

% of Time Language is Spoken	English				Home Language			
	to Teacher		to Aide(s)		to Teacher		to Aide(s)	
	#	%	#	%	#	%	#	%
0-19	4	44.4	3	50	1	11.1	1	16.7
20-39	3	33.3	2	33.3				
40-59	1	11.1			1	11.1		
60-79					3	33.3	2	33.3
80-100	1	11.1	1	16.7	4	44.4	3	50.0

n = 10 teachers and 7 teacher aides

TABLE IV.14D

Language Used During Observation Period in Classes Teaching History and Social Studies*

% of Time Language is Spoken	English Spoken				Home Language Spoken			
	By Teacher		By Aide(s)		By Teacher		By Aide(s)	
	#	%	#	%	#	%	#	%
0-19	4	66.7						
20-39	2	33.3						
40-59								
60-79					2	33.3		
80-100					4	66.7		

% of Time Language is Spoken	English Spoken by Students				Home Language Spoken by Students			
	to Teacher		to Aide(s)		to Teacher		to Aide(s)	
	#	%	#	%	#	%	#	%
0-19	5	83.3						
20-39								
40-59	1	16.7			1	16.7		
60-79					1	16.7		
80-100					4	66.7		

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[*] n = 6 teachers and no aides

by the type of communication between the teacher and the students. Based upon 325 classroom observations, the study found no apparent difference in the language used by communication type. For the total observations, the teachers spoke English about 55% of the time and the home language 45% of the time. The percentages of English and home language used by the teachers did not vary substantially for the following types of communication: questioning or discussing, answering or assisting, demonstrating, praising, disciplining, supervising, or other communication.[3] This study did not examine the language use of the students.

6. District and attendance center officials report that students are generally transitioned within three years upon assessment of their ability to achieve in an all-English classroom.

Twenty-two Program Directors and 60 bilingual education teachers were asked about the average length of enrollment for a child of average ability entering the transitional bilingual education program at English proficiency Level I. Seventy percent of those responding indicate that a child would generally remain in the program for three years or less; 22.8% of the respondents indicate that the child would remain in the program for more than three years and 7.0% state that time in the program varies by the age of the child. These report that the younger children attain English proficiency more rapidly than older children and can, therefore, be mainstreamed in less time.

Several other factors are noted as influencing the amount of time children need to remain in the bilingual education program. These factors include:

- the student's ability and achievement,
- competence of the bilingual education teacher,
- the pupil teacher ratio,
- parental support,
- the home environment, and
- the child's previous educational experiences.

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[3] Department of Research and Evaluation, Chicago Public Schools. Bilingual Program Evaluation Report: Fiscal 1978. p.30.

In many of the attendance centers visited the transition process is not clearly described, but it does appear that the process is most often a gradual one. Students who have attained at least Level III English proficiency are placed in an all-English classroom for some of their instruction. Generally the first classes they receive in English are in subjects that are less dependent on English comprehension such as art, music and physical education. If they function in this classroom, their participation in the bilingual education classroom diminishes. Children who do not succeed in the all-English classroom are generally returned to the bilingual education classroom for additional preparation before transition is attempted again.

Many bilingual education teachers and cooperating teachers report little communication on former students who were fully transitioned. It does appear that communication takes place during the transition process itself. Several respondents note that forms or reports are completed to provide the receiving teacher with background information. Meetings are a more common method of communication. Some respondents indicate informal meetings continue to occur for some time to assure a smooth transition and to discuss problems as they arise.

Determination of a child's preparedness for transition to an all-English classroom is largely a matter of judgment. Nine of the 22 Bilingual Program Directors and 37% of the 60 bilingual education teachers report using standardized or teacher made tests as a criterion. Methods such as assessment by the bilingual education and cooperating teacher of students' ability to achieve in an all-English environment and if achievement at grade level has been reached are most frequently noted. Without the use of test data, these determinations are somewhat subjective.

The absence of State and/or district guidelines concerning exit criteria is indicated by the low proportion of individuals reporting use of any single criterion (Table IV.15). Only one school district supplied the data collectors with a set of written exit criteria that are applied district-wide. These criteria specify that a child may transition when the following academic conditions are met:

- Grades K-3:
    - When home school teacher can accommodate the reading level for children in Grades K-3.
    - When the child is able to formulate and verbally express thoughts in English.
    - When the child understands and follows appropriate directions for age group.
- Grades 4-8: When the child masters the basic reading skills and demonstrates the ability to function in the District reading program.
- Grades 6-8: children in grades 6-8 must be able to express thoughts orally and in writing.

In addition the following cultural criteria must be met:

- The child gives evidence of having formed peer group relationships in the home school.
- The child is able to function without home language support.

This section has presented findings on the design of transitional bilingual education programs in Illinois. The next section will describe the outcomes of these programs with an emphasis on the progress, attendance and self-esteem of enrolled and transitioned students.

TABLE IV.15

Procedures Used to Determine Exit from the Transitional Bilingual Education Program in the 22 Sampled Districts

Responses by Program Directors[1]	Program Directors Reporting Each Type of Response		Bilingual Education Teachers Responses[2]	Bilingual Education Teachers Reporting Each Type of Response	
	#	%		#	%
1. Bilingual education teachers assessment	11	50.0	1. Standardized tests	21	35.0
2. Students achieving at grade level	5	22.7	2. Bilingual education teacher's assessment	20	33.3
3. Ability to express oneself in English - Level IV proficiency	5	22.7	3. Ability to achieve in an all-English classroom	15	25.0
4. Three years in the program	3	13.6	4. Cooperating teacher's assessment	12	20.0
5. Cooperating teacher's assessment	2	9.1	5. Student achieving at grade level	12	20.0
6. Graduation from elementary school	2	9.1	6. Three years in the program	2	3.3
7. Test Results	2	9.1	7. Age at entrance to the program	2	3.3
8. Bilingual Program Director's Assessment	2	9.1	8. Student's social and emotional readiness for an all-English	2	3.3
9. IOE Guidelines	1	4.5	9. Parental request	2	3.3
10. Student attainment of Level III English proficiency	1	4.5	10. Not yet determined	2	3.3
11. Parental request	1	4.5	11. Teacher made tests	1	1.7

1. No response: 2
2. No response: 1

sources: 22 bilingual Program Directors and 60 Bilingual Education Teachers

D. OUTCOMES AND RESULTS

This section summarizes the findings of the on-site data collection in terms of students' achievement, attendance, and program's impact on students' self-esteem and the overall school environment. It should be noted that the record review phase of the data collection effort was limited by the difficulties encountered in the review of random sampled students' cumulative records. In some instances, student records were not identified as being those of a bilingual education student; others did not include information on when student entered or at what level. And yet in other instances the grade scales differed, no grades were recorded, or test scores were not recorded. Whenever possible, data are analyzed at the elementary and secondary levels to determine if age has any differential effects on the students' achievement. Comparisons are also made between the enrolled and transitioned students' achievement to determine possible program impacts.

1. The enrolled students make more rapid progress in understanding and speaking English than in reading and writing English.

Both district and attendance center personnel were asked to assess the progress students are making in attaining English proficiency in terms of the following categories:

- excellent progress: will be able to be transitioned in less than three years;
- good progress: will be able to be transitioned after three years of bilingual education;
- some progress will be able to be transitioned, but likely to require more than three years; and
- little progress: transitioning will be difficult and may never occur.

Data from the 22 Program Director interviews and the 60 bilingual education teacher interviews consistently show that the students make better progress in oral English than in written English. At the district level, nine out of 22 Program Directors rate the students as making excellent progress in understanding spoken English. Seven Directors give the same rating for speaking English. Only two Directors reported students making "excellent progress" in reading English; and one for writing English. By contrast, one Director used the "some progress" category to rate students in understanding spoken English and speaking English; whereas, four used this category to rate reading English and seven for writing English. Table IV.16 summarizes the Program Directors' assessment of enrolled students' progress in English.

Responses of 57 bilingual education teachers at the attendance center level concur with those reported at the district level. The bilingual education teachers also rate oral progress higher than progress in reading and writing English. However, the number reported in the "excellent progress" category are proportionally lower than for the Program Directors. It is important to note that the 42 elementary level teachers rate the students' progress higher than that recorded by the 15 secondary level teachers for speaking and understanding English. Forty percent of the secondary school teachers rate their students as making some to little progress in speaking English while 19% of the elementary school teachers respond in these categories. For reading English, 73% of the secondary school teachers report the students are making excellent to good progress while only 54% of the elementary school teachers used these categories. Tables IV.17A and B display the bilingual education teachers' assessments at the elementary and secondary levels respectively.

A total of 264 elementary and 133 secondary student records were reviewed for grades in English language arts. The grades reported in the enrolled student records for English language arts show a difference in achievement between elementary and secondary students in 1977-78 and some disparity in the last year surveyed, 1978-79. Through 1976-1979 approximately 38% of the secondary student's grades were "A", "B", or "Excellent." This disparity lessens due to the increasing achievement of elementary students who receive 19.7%, 29.8%, and 35.6% of "A", "B", or "Excellent" grades in years 1976-77, 1977-78, and 1978-79 respectively.

TABLE IV.16
District Assessment of Enrolled Students' Proficiency in English

English Proficiency	Excellent Progress		Good Progress		Some Progress		Little Progress		No Response	
	#	%	#	%	#	%	#	%	#	%
Understanding Spoken English	9	40.1	11	50.0	1	4.5	0	0	1	4.5
Speaking English	7	31.8	13	59.1	1	4.5	0	0	1	4.5
Reading English	2	9.1	14	63.6	4	18.2	1	4.5	1	4.5
Writing English	1	4.5	12	54.5	7	31.8	1	4.5	1	4.5

Source: Twenty-two Bilingual Education Program Directors

TABLE IV.17A

Attendance Center Assessment of Enrolled Students' Progress in English Elementary Level Students

English Proficiency	Excellent Progress		Good Progress		Some Progress		Little Progress		No Response	
	#	%	#	%	#	%	#	%	#	%
Understanding Spoken English	12	28.6	26	61.9	2	4.7	0	0	2	4.7
Speaking English	5	11.9	28	66.6	7	16.6	1	2.4	1	2.4
Reading English	3	7.1	20	47.6	15	35.7	1	2.4	3	7.1
Writing English	2	4.7	18	42.8	17	40.5	2	4.7	3	7.1

Source: Forty-two bilingual education teachers at elementary attendance centers.

TABLE IV.17B

Attendance Center Assessment of Enrolled Students' Progress in English Secondary Level Students

English Proficiency	Excellent Progress		Good Progress		Some Progress		Little Progress		No Response	
	#	%	#	%	#	%	#	%	#	%
Understanding Spoken English	3	20	10	66.7	2	13.3	0	0	0	0
Speaking English	3	20	6	40.0	6	40.0	0	0	0	0
Reading English	3	20	8	53.3	4	26.7	0	0	0	0
Writing English	0	0	8	53.3	5	33.3	2	13.3	0	0

Source: Fifteen bilingual education teachers at secondary attendance centers.

Approximately 21% of the secondary students received "Unsatisfactory" or "D" or "E" grades in the three reported years. In those same years the percentage of students in elementary school receiving "Unsatisfactory" or "D" or "E" grades was approximately 16% in the first two years but has declined to less than 11% in the most recent year.

The distribution of grades in secondary students remains roughly the same through the three years, with approximately 36% receiving Excellent ("A-B"), approximately 40% receiving satisfactory ("C"), and approximately 20% receiving unsatisfactory ("D-E). Elementary students show improvement as mentioned before. The percentage receiving Excellent ("A-B") increases from 20 to 36 percent. Satisfactory and Unsatisfactory ("C-D-E") grades make corresponding decreases. Table IV.18 summarizes the enrolled students' grades for English language arts for 1976-1979.

2. The enrolled students' progress in English is influenced by the degree of home language proficiency.

Both the district and attendance center personnel were asked to identify some of the factors that influence students' progress in English. Table IV.19 presents a comparison of these factors as indicated by the 20 responding Program Directors and the 42 bilingual education teachers.

It is interesting to note that the Program Directors list the external factors such as parental support, home environment and teacher's competence more often than the internal factor such as the student's motivation and ability. The teachers find the students' home language proficiency most important. Previous educational experience and academic ability are less important than external factors listed.

Home language proficiency is a factor that both Directors and teachers agree is important in learning English. All 42 bilingual education teachers interviewed rated home language proficiency as the single most important factor affecting gains in English. Because hard data with regard to the precise effect of home language proficiency on gains in English or how home language proficiency is or should be treated in the bilingual education program was not provided for this study, additional research is needed in this area.

TABLE IV.18

Enrolled Students' Grades for English Language Arts for 1976-1979

Grades	1976-1977		1977-1978		1978-1979	
	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary
	n = 147	n =87	n = 242	n = 153	n = 149	n = 117
A, B, Excellent	19.7%	37.9%	29.8%	38.6%	35.6%	39.3%
C, Satisfactory	64.6%	40.2%	54.4%	38.6%	53.7%	41.1%
D, E, Unsatisfactory	15.6%	21.8%	16.1%	22.8%	10.7%	19.7%

Source: Enrolled Student Records: 264 elementary
133 secondary

TABLE IV.19

District's and Attendance Centers' Lists Of Factors Affecting Gains in English

Factors Noted By Program Directors	Frequency Noted
1. parental support	9
2. length of time in U.S.	6
3. socio-economic status	5
4. home language proficiency	5
5. teacher's competence	5
6. teacher's attention	4
7. age at entry to program	4
8. parent's educational level	3
9. student's motivation	3
10. student's ability	2
no response	2
By Teachers	
1. home lang. proficiency	42
2. student's previous educational experience	6
3. socio-economic status, home environment	4
4. student's ability	4
5. parental support	3
6. parent's educational level	1

Source: Twenty Bilingual Program Directors
Forty-two Bilingual Education Teachers

It should be noted that this study focused primarily on the issues as reflected in the 19 questions of concern. Gains in home language proficiency was addressed as another subject area. However, the legislation defines the program in transitional bilingual education as also one in the reading and writing of the native language of the enrolled children of limited English proficiency.

3. The enrolled students show better progress in mathematics than in any other subject area.

The district and attendance center personnel were asked to assess the enrolled bilingual education students' progress in the following subject areas: mathematics, social studies, science, language arts in English and language arts in home language. Data from the 22 Program Director interviews and the 60 bilingual education teacher interviews show that mathematics is the subject area which has the highest number of responses in the "excellent progress" category: 12 out of 22 Program Directors and 26 out of 60 teachers classified mathematics in this category. Directors found progress in science and social studies as well, although the greater number of responses are found in "good" and "some progress" as opposed to "excellent" category. Ratings in English language arts and home language arts are similar; approximately half of the responses fall in the "good progress" category for both subjects. Table IV.20 summarizes the Program Directors' assessment of students' progress in the five subjects areas.

The 60 bilingual education teachers' responses are analyzed at two age levels: elementary and secondary. With the exception of English language arts, no difference is found in their ratings of the elementary and secondary students' progress in the remaining four subject areas. In English language arts, the elementary students are rated as making better progress than the secondary students. This is reflected in the number of responses found in the "excellent progress" and "good progress"

TABLE IV.20

Bilingual Program Directors' Assessment of Enrolled Student's Program in Subject Areas

Subject Area	Excellent		Good		Some		Little		No Response	
	#	%	#	%	#	%	#	%	#	%
Math	12	54.5	6	27.3	0	0	1	4.5	3	13.6
Social Studies	3	13.6	10	45.5	4	18.2	1	4.5	4	18.2
Science	3	13.6	9	40.1	3	13.6	3	13.6	4	18.2
Language Arts-English	3	13.6	12	54.5	3	13.6	1	4.5	3	13.6
Language Arts-Home Language	4	18.2	12	54.5	2	9.1	1	4.5	3	13.6

Source: Twenty-two bilingual Education Program Directors categories; at both levels 62% of the elementary school teachers use these categories as compared to 36.8% of the secondary teachers.

The overall teachers' assessment of students' progress in the subject areas are similar to those reported by the Directors. Table IV.21 A & B summarize the teachers' assessment of enrolled students' progress in subject areas at the two attendance center levels.

Analyses of the enrolled students' grades as reported in the sampled student records, support the Program Directors' and bilingual education teacher's assessments. The grades for all subject areas are examined at the two attendance center levels for 264 enrolled elementary and 133 enrolled secondary students. The percentages of secondary students receiving excellent and unsatisfactory grades in each subject area are consistently higher than those of the elementary students. In mathematics, the percentages of students in each grade category are consistent across the three-year period at the secondary level. At the elementary level, there is an 8% increase for the students who are receiving excellent grades for the current school year. A 7% increase in this grade category is also observed for the elementary students' grades for social studies. Table IV.22 A and B presents the enrolled students' grades for mathematics and social studies respectively.

The difference in the students' performance at the two age levels is most dramatic for science. However, it is difficult to determine if the difference is indeed caused by the better performance at secondary level or by the differences in grading practices. Twenty percent more secondary students are found in the "A", "B", and "Excellent" grade category for all three years. Approximately 73% of the elementary students' grades are recorded in the "C" or "Satisfactory" category while only 35% of the secondary grades are in this category. Again, the higher percentages are reported for the "D", "E", "F", or "unsatisfactory" categories at the secondary level. Table IV.22C presents the enrolled students' grades for science.

The factors listed by both the 22 Directors and 60 bilingual education teachers as important to students' achievement in the five subject areas

TABLE IV.21A

Attendance Center Assessment of Enrolled Students' Progress in Subject Areas

Elementary Level Students

Subject Area	Excellent		Good		Some		Little		No Response	
	#	%	#	%	#	%	#	%	#	%
Math	18	42.8	16	38.1	4	9.5	1	2.4	3	7.2
Social Studies	10	23.8	19	45.2	9	21.4	2	4.7	2	4.7
Science	7	16.7	18	45.2	8	19.0	3	7.2	5	11.9
Language Arts-English	3	7.2	23	54.8	11	26.2	1	2.4	4	9.5
Language Arts-Home Language	10	23.8	21	50.0	4	9.5	1	2.4	6	14.3

Source: Forty-one elementary bilingual education teachers

TABLE IV.21B

Attendance Center Assessment of Enrolled Students' Progress in Subject Areas

Secondary Level Students

Subject Area	Excellent		Good		Some		Little		No Response	
	#	%	#	%	#	%	#	%	#	%
Math	8	42	8	42	2	10.5	0	0	1	5.3
Social Studies	4	21.0	9	47.4	0	0	1	5.3	5	26.3
Science	2	10.5	6	31.6	5	26.3	1	5.3	5	26.3
Language Arts-English	0	0	7	36.8	6	31.6	3	15.0	3	15.8
Language Arts-Home Lang.	4	21.0	11	57.9	1	5.3	0	0	3	15.8

Source: Nineteen secondary bilingual education teachers

TABLE IV.22A

Elementary and Secondary Enrolled Students' Grades in Mathematics for 1976-1979

Grades	1976-1977		1977-1978		1978-1979	
	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary
A,B, Excellent %	22.0	40.0	23.5	38.0	31.6	39.7
C, Satisfactory	63.4	48.0	65.9	33.7	58.2	41.1
D,E,F, Unsatisfactory	14.6	12.0	10.7	28.3	10.1	19.2
Total #	82	50	132	92	79	73

Source: Enrolled Student Records: 264 elementary
133 secondary

TABLE IV.22B

Elementary and Secondary Enrolled Students' Grades in Social Studies for 1976-1979

Grades	1976-1977		1977-1978		1978-1979	
	Elementary	Secondary	Elementary	Secondary	Elementary	Secondary
A,B, Excellent %	13.1	32.5	21.1	38.2	28.2	30.5
C, Satisfactory	75.4	37.5	66.1	39.5	66.2	33.8
D,E,F, Unsatisfactory	11.5	30.0	12.8	22.4	5.6	35.6
Total #	61	40	109	76	71	59

Source: Enrolled Student Records: 264 elementary
133 secondary

are similar to those reported for improving English proficiency. Teacher's competence, parental support, previous educational experience, home environment and students' motivation are the five most frequently cited factors. English proficiency is also noted as a factor for students' achievement. Since some of the subjects are taught in English, the students need the English proficiency in order to perform well in class. A slight difference is found between the order of factors cited by the Program Directors and the teachers. Forty-six percent of the Directors mention "teachers' competence" as a factor affecting students' achievement, whereas the same factor is mentioned by only one tenth of the teachers. Both the Directors and teachers agree that global environmental factors such as parental support, home environment and students' motivation help to establish a framework or attitude for studying and achieving in school. It is within this framework that specific factors such as instructional approaches and materials can affect performance positively. In addition, the student's previous educational experience is considered to play an important role in the learning process. Both the Program Directors and teachers stress that the amount and quality of education received by the students before entry into the bilingual education program provide a base for new learning. Table IV.23 presents the factors cited by the Program Directors and bilingual education teachers that affect subject area achievement.

4. Data is limited on individual bilingual education students' school history and educational achievement.

Achievement data, as demonstrated by the review of 264 elementary school and 133 secondary school records of students enrolled in bilingual education programs, and 131 sample of transitioned students (528 total) is generally not consistently or adequately kept. Recording of key factors for program evaluation was often not found, such as program entrance and exit dates; test scores; grades; student achievement; attendance; transitioning date; and, re-enrollment date in the bilingual education program. For example, 110 sampled bilingual students' records, or 21%, had no test scores. In addition, grades as the measure of achievement, are subjective. Grade scales may differ between schools, within them, among the various teachers and the teacher him/herself.

TABLE IV.22C

Elementary and Secondary Enrolled Students' Grades in Science for 1976-1979

	1976-1977		1977-1978		1978-1979	
	Elem.	Sec.	Elem.	Sec.	Elem.	Sec.
A,B,Excellent %	12.9	35.6	17.5	38.1	20.3	37.0
C, Satisfactory	79.0	33.3	68.0	39.3	72.5	38.9
D,E,F, Unsatisfactory	8.1	31.1	14.5	22.7	11.6	24.1
Total #	62	45	103	84	69	54

Source: Enrolled Student Records: 264 elementary
133 secondary

TABLE IV.23

Factors Affecting Achievement in Subject Areas

	Factors Noted	Frequency Noted
	By Program Directors	
1	teacher competence	10
2	Previous educational experience	6
3	parental support	5
4	socio-economic status	4
5	student's ability	3
6	English proficiency	3
7	instructional approach	3
8	parent's education	2
9	student's motivation	2
10	availability of bilingual education	2
	No Response = 1	

	By Teacher	Frequency Noted
1	parental support	12
2	Previous educational experience	10
3	home environment	10
4	student motivation	10
5	English proficiency	8
6	teacher's ability	6
7	instructional materials	6
8	student's ability	6
9	Socio-economic status	6
10	teacher's experience and support	5

Source: Twenty-two Program Directors
Sixty bilingual education teachers

This slippage in the record keeping system may be due to the work burden of the bilingual education teacher, who have mentioned being overloaded. A further possible cause could be the mobility level of the bilingual education program population. The need for consistent and accurate maintenance of student records at the attendance center level cannot be overly stressed.

5. Achievement of the transitioned students is reported to be commensurate with their age, grade, and ability levels.

Interviews with 22 Program Directors reveal that the transitioned students are reported to be performing at grade level in most subject areas. However, English language arts is reported to be an area of difficulty. Nine out of 22 Directors rate the transitioned students as performing "below grade level" while 10 rate their performance "at grade level" in this subject. Ratings for achievement in mathematics, science and social studies show that the sampled transitioned students are also performing "at grade level." Math is reported to be the students' strongest subject area; 17 out of 22 Directors responded that transitioned students perform in "at grade level" and "above grade level" categories. The second strongest area is science: 14 out of 22 Directors assess the students as performing at grade level, whereas, 13 out of 22 give the same assessment for social studies.

Table IV.24 indicates that the students' performance tends to vary with the amount of English needed for each subject area. For example, mathematics is one subject area that requires fewer English language skills. Many of the mathematical concepts are presented in numbers and symbols which are common to many cultural and ethnic groups. Therefore, achievement in this subject is not as dependent on English proficiency as social studies and language arts. The data are further analyzed in terms of socioeconomic status of the districts and the bilingual education program size. However, no difference is found for either of these variables.

Inspection of the 131 sampled transitioned students' grades shows that a larger proportion of the transitioned students receive high grades in all subject areas than the 397 currently enrolled students. A chi-square test of significance is used to determine if this difference is statistically significant.

TABLE IV.24

Achievement of Transitioned Students for All Districts as Reported by Program Directors

Subject	Below Level		At Level		Above Level		No Response	
	#	%	#	%	#	%	#	%
Language Arts in English	9	41.0	10	45.4			3	13.6
Language Arts in Home Lang.	3	13.6	6	27.3	3	13.6	10	45.4
Mathematics	2	9.1	16	72.7	1	4.5	3	13.6
Social Studies	5	22.7	13	59.1			4	18.2
Science	4	18.2	14	63.6			4	18.2

Source: Twenty-two Program Directors

The grades for both secondary and elementary students are grouped into high and low, where "A", "B", and "Excellent" are in the high category and "D", "E", and "Unsatisfactory" are in the low category. The number for both the transitioned and enrolled students are summed across 22 districts to produce the following four-fold tables.

Elementary Level

	Enrolled	Transitioned	
High	316	158	474
Low	59	11	70
	375	169	544

$x^2 = 8.78$

Secondary Level

	Enrolled	Transitioned	
High	350	227	577
Low	181	33	214
	531	260	791

$x^2 = 40.12$

Chi square values reported for both levels are significant at the 0.01 level which confirm that the sampled transitioned students have proportionally more high grades and correspondingly fewer low grades than the sampled enrolled students. This difference is reflected in the students' grades for all subject areas. For example, the English grades for transitioned and enrolled students are analyzed at the secondary and elementary levels for the three year period, 1976-1979 (Total numbers of enrolled student records are 264 elementary and 133 secondary. Transitioned student records total 88 elementary and 43 secondary.) In all cases, the percentages of transitioned students receiving "Excellent" grades are higher than those reported for the enrolled students. At the secondary level, an average of 50% of the sampled transitioned students receive "A, B and Excellent" grades for each of the school years examined, while the sampled enrolled students average 38.5% for the same period. The percentage of transitioned students receiving low grades is also correspondingly lower than the percentage of enrolled students. For the same subject area, the transitioned students show a decreasing percentage receiving the low grades: 10% is reported for 1976-1977, 6.1% for 1977-1978 and 5.4% for 1978-1979. The percentage of enrolled students receiving low grades is also correspondingly lower than the percentage of enrolled students. For the same subject area, the transitioned students show a decreasing percentage receiving the low grades: 10% is reported for 1976-1977, 6.1% for 1977-78 and 5.4% for 1978-79. The percentage of enrolled students receiving low grades is approximately 20% of all three years. The same grade difference is found between the two groups of students at the elementary level. Tables IV.25 A and IV.25 B present the English grades for transitioned and enrolled students at the two attendance levels.

Analyses of grades for mathematics also follow the same pattern discussed for the English grades. On the average, the percentage of transitioned students receiving high grades is at least 10% more than the enrolled students at both levels. The transitioned students' grades for social studies and science for all three years are consistently higher than those reported for the enrolled students at the secondary level. However, at the elementary level, the percentage of the transitioned students receiving high grades is lower than the enrolled one for 1977-78. For the current year, the difference is reversed, with the transitioned students' grades following the same pattern as discussed earlier.

The factors that have been identified as important to students' achievement in school also apply to the transitioned students. Both the Program Directors and bilingual education teachers stress that continuous parental support and teacher's interest in students' work enhance achievement. Parental and teacher support are noted as being particularly important for transitioned students who do not have the continual support provided by the bilingual education program.

5. Majority of the Program Directors report that attendance of the enrolled bilingual education students is good.

When the Bilingual Program Directors were asked to report on the effect of enrollment in the bilingual education program on students' class attendance, 11 or 50% of the 22 Directors (including Chicago) reported a positive effect: students' class attendance improves as a result of enrollment in the program. Six Directors report that the attendance of the bilingual education students remains the same following enrollment in the program. One Director indicated

TABLE IV.25A

Transitioned and Enrolled Students' English Grades for 1976-1979

Elementary Level

Grades	1976-1977		1977-1978		1978-1979	
	Enrolled	Transitioned	Enrolled	Transitioned	Enrolled	Transitioned
	%	%	%	%	%	%
A, B, Excellent	19.7	26.9	29.8	37.0	35.6	44.4
C, Satisfactory	64.6	53.8	29.8	54.3	53.7	55.6
D,E,F, Unsatisfactory	15.6	20.5	16.1	8.7	10.7	0
Total #	147	78	242	92	149	45

Source: 397 enrolled and 131 transitioned student records

TABLE IV.25B

Transitioned and Enrolled Students' English Grades for 1976-1979

Secondary Level

Grades	1976-1977		1977-1978		1978-1979	
	Enrolled	Transitioned	Enrolled	Transitioned	Enrolled	Transitioned
	%	%	%	%	%	%
A,B, Excellent	37.9	44.3	38.6	51.5	39.3	54.1
C, Satisfactory	40.2	45.7	38.6	42.4	41.1	40.5
D,E,F, Unsatisfactory	21.8	10.0	22.8	6.1	19.7	5.4
Total #	87	70	153	66	117	37

Source: 397 enrolled and 131 transitioned student records that the attendance of the bilingual education students was the same as the general student body and one Director stated that the bilingual education students' attendance is better than the general student body. Two Directors did not respond to the question. They perceive this improvement as part of the program's direct impact. Interviews with the principals as well as bilingual education teachers also confirm this point of view. The majority of the principals interviewed report that the bilingual education students are generally conscientious students, and have a lower absentee rate than their English speaking peers. This result also supports the finding reported in the 1978 Bilingual Program Evaluation Report. For the 1,148 sampled bilingual education students in Chicago the attendance rate was 92% compared to a 90.2% attendance rate city-wide in FY 1977. The 397 sampled student records show that 57% of the students enrolled in the bilingual education program were absent less than 12 days for the school year 1976-1977 and for 1977-1978, 62% were absent less than 12 days. The record for 1978-1979 is incomplete since the school year has not ended. However for the first semester, 83.7% are reported to be absent less than 12 days. There is no apparent difference between the attendance of the enrolled students and that of the transitioned students. Table IV.26 presents the attendance of transitioned and enrolled students for 1976-1979.

6. Majority of Program Directors Report that self-esteem of the bilingual education students increases after participation in the program.

Although this study did not assess the students' self-esteem directly, both district and attendance center personnel were asked to comment on the effect of enrollment in the bilingual education program on student's self esteem. Twenty out of 22 Directors (91%) report that the students' self-esteem increased after enrollment in the program. Self-esteem is defined by the majority of the Directors and teachers as self-confidence, a sense of worthiness, feeling pride in oneself and one's heritage. Many teachers report that the bilingual education students were often shy and did not participate in school functions before enrollment in the program.

TABLE IV.26

Overall Attendance of Enrolled and Transitioned Students 1976-1979

Days Absent	1976-1977				1977-1978				1978-1979			
	Enrolled		Transitioned		Enrolled		Transitioned		Enrolled		Transitioned	
	#	%	#	%	#	%	#	%	#	%	#	%
0-3	32	20.7	22	21.1	53	20.4	27	25.0	84	65.6	22	30.5
4-7	30	19.5	29	27.9	62	23.9	19	17.6	44	23.9	21	29.3
8-11	27	17.5	12	11.5	47	18.1	21	19.4	26	14.1	13	18.0
12-15	12	7.8	15	14.4	31	11.9	19	17.6	9	4.9	6	8.3
16+	53	34.4	26	25.0	66	25.6	22	20.4	21	11.4	10	13.9
TOTAL	154		104		259		108		184		72	

Source: 397 enrolled and
131 transitioned student records

They assert that the students were ill at ease because of their language difficulty and did not want to be singled out by their peers. The bilingual education program was reported to provide not only the needed skills to improve students' English proficiency, it also gave them a sense of belonging. Because the bilingual education teachers could communicate with the students in their home languages, they could help solve many of the academic and social problems that the students have. Gradually, trust and rapport became established between the students and program personnel. As a result, students were reported to be more willing to participate in classroom as well as extra-curricular activities. They were not afraid to compete with their English speaking peers and have shown increased confidence in their own ability to cope with school work. Self-esteem does not seem to diminish after transitioning to the all-English class; ten Directors indicate that transition has no effect on the student's self-esteem while seven Directors report continuous increase. Three Directors did not respond to the question.

Two Directors state that self-esteem has decreased somewhat for the secondary transitioned students. Age may be a factor for the decline. It is pointed out that if the transitioned students are older in age than their English speaking classmates, they will inevitably feel awkward and out of place among the younger students. However, the Program Directors assure that after an initial period of adjustment, the transitioned students usually adapt to the new classroom environment and show signs of improvement.

6. The bilingual education program is reported to make the English-speaking students and teachers more aware and accepting of other cultures, languages and traditions.

In terms of impact that the bilingual education program has on the overall school environment, the 60 interviewed principals indicate that the program has increased the students' and teachers' understanding of cultural differences between the bilingual education students and the English speaking students. They report that students are taught to respect and accept each other's cultures and heritage. Teachers who have not been exposed to students of different language groups are given opportunities to work with them and to help them achieve in school. Six principals point out that the program has improved students' cohesiveness in the school environment, i.e., the bilingual education students are part of the student body and participate equally in all school related activities and events.

Forty-eight out of 60 interviewed principals (80%) in the 22 districts state that the bilingual education program has had a positive effect on the total school environment. In the opinion of the principals, the program has impacted on the school environment by: exposing teachers and the general student body to other cultures; bridging the language gap between regular teachers and non-English language background students; aiding in the disappearance of disciplinary problems; and providing an academic and social outlet for limited English speaking students. Nine principals state that the program has no effect on the school environment; two principals report the appearance of scheduling and logistical problems; and one principal did not respond to the question.

Interviewed parents in the 20 out of 22 sampled districts report that the presence of the bilingual education teacher is the single most important program element contributing to the cognitive development of their children. Additional factors noted by the parents include peer group association, availability of curriculum materials, and audio-visual aids.

In addition, two districts report that the program has a carry over effect to the parents of bilingual education students. Because of their participation in the program, some parents have become interested in the issues of bilingual education. They are now enrolled in college courses which will qualify them as teachers of bilingual education.

CHAPTER V

TESTING OF STUDENTS ENROLLED IN THE TRANSITIONAL BILINGUAL EDUCATION PROGRAM

L. Miranda and Associates

V. TESTING OF STUDENTS ENROLLED IN TRANSITIONAL BILINGUAL EDUCATION PROGRAMS

Testing is an emerging issue in the field of bilingual education today. A cornerstone of any educational program, testing provides administrators and teachers with an important mechanism for measuring the impact of variables such as program designs, instructional strategies and textual materials. Testing also provides educators with information that will help them highlight a program's strengths and weaknesses, thus increasing the usefulness of planning operations.

A. ISSUES IN BILINGUAL EDUCATION TESTING

While educational testing procedures in English have become increasingly sophisticated, the field of bilingual education testing is still in an early stage of development, change and refinement. A major issue hindering the progress of bilingual education testing today is the fact that the element which is most often being measured-bilingualism-is still far from being understood. The classification of bilingual individuals into categories of bilingualism is not a well-defined process, because there is no absolute definition of when a particular individual has reached category A in one language and category C in another. A representative of the Educational Testing Service in Princeton, New Jersey has stated that bilingual individuals cannot be defined along a continuum of fluency or proficiency. Instead, one observes shades of competence in both languages and overlapping proficiency.

A good example of the degree of uncertainty that exists with regard to bilingual education today is the double definition of the phrase "language dominance" that is found in a recent catalogue of testing instruments published by the Northwest Regional Educational Laboratory. Here, "dominance" is given the following two definitions: (1) " a comparison of a student's language skills in two or more languages", and (2) " the language most often used in the home setting".

Most administrators of bilingual education programs recognize a need for testing. However, serious questions concerning feasibility and suitability of tests remain. Important considerations such as cost, timeliness, and the cognitive and affective characteristics to be measured, need to be carefully analyzed prior to the initiation of a district-wide bilingual education testing program. In addition, different tests used for bilingual education students must be carefully compared for culture fairness, ease of administration, and the local needs of the particular bilingual education program. Administrators will want to carefully consider the issue of criterion-referenced tests as opposed to norm referenced tests, and technical advice concerning tests should be sought from local and state cooperating agencies.

Once tests are agreed upon, a mechanism for systematically administering, scoring, and recording tests must be designed and carefully implemented. It must be stressed that a great deal of lead time is necessary during the early planning stages of a district's bilingual education testing program.

In the state of Illinois, section 14-C of the Illinois School Code mandates the testing of students of limited English proficiency. Specifically, each limited English proficiency student in the district must be tested annually to assess his or her aural comprehension as well as speaking, reading, and writing skills in English. In addition, districts are required to specify tests and procedures in their preapproval applications. The selection of specific tests and procedures has usually been left to the local education agencies, as has the means through which children of limited English proficiency are identified.

In order to understand more fully the bilingual education testing program currently operating in the State of Illinois, this study has incorporated the results of interviews with 22 district program directors and 120 bilingual education teachers and principals concerning the area of testing. Results of these interviews indicate that many districts have expanded the scope of the testing as prescribed in the School Code to include new areas that conform to local needs and objectives. The reported purposes for which tests are most commonly being used in the 22 districts sampled for this study include the following four areas:

1. Entrance Criteria - districts are using tests to identify limited English speaking children in need of services provided by the bilingual education program.

2. Measuring Gains in English Language Proficiency - districts are testing on a pre/posttest or annual basis to determine students' progress in English language arts.

3. Measuring Achievement Levels - through standardized achievement tests or special tests designed for bilingual education students, districts are attempting to assess students' progress in subject areas other than English.

4. Exit Criteria - the districts are using tests to determine the readiness of a bilingual education student for transition out of the program.

Following is a discussion of our analysis of information that was gathered regarding testing in Chicago and 21 downstate districts as well as a review of the suitability of tests currently in use for bilingual education students. The remainder of this Chapter is divided into four sections:

- An analysis of 142 responses from bilingual program directors, principals, and bilingual education teachers regarding testing
- An analysis of testing information included in the review of 528 sampled student records
- Districts' views on the suitability of tests currently in use and an overview of the status of bilingual education testing in six states
- A discussion of the Language Measurement and Assessment Inventory (LM&AI)

B. TEST FREQUENCIES REPORTED BY DISTRICT PROGRAM STAFF

Staff responses reflected a wide diversity in tests used, with the 142 respondents reporting 71 tests as currently used in local bilingual education programs. Table V.1 lists these tests in alphabetical order and indicates the number of respondents that named each test. Of the 327 responses, 82, or almost exactly 25% are from the Chicago district bilingual education staff. Table V.2 shows the effect of grouping Chicago responses with the other districts. Although the order of test frequency changes for almost every test once Chicago data are pulled out, the changes are not profound with the exception of the Functional Language Survey which is not commonly used outside of Chicago (of the 29 responses on this test, 26 were from Chicago staff).

The frequency of citation drops off rapidly with the first 14 tests accounting for 208 of the 327 responses (using the rankings of all districts). The next 57 tests were each cited by five or fewer respondents. This reported variability of test instruments among districts extends functionally as well. They represent English and home language proficiency or dominance, basic skills, aptitude, achievement, and self-concept tests.

Seven of the tests cited are designed to measure English or home language proficiency or dominance. Following is a list of these tests and the number of districts reporting each: the Carrow Elicited Language Inventory (3); the Short Test of Linguistic Skills (3); the Language Assessment Scales (4); the James Language Dominance Test (13); the Bilingual Syntax Measure (6); the Quick Language Assessment Inventory or Moreno (2); and the Functional Language Assessment (2). Although for the most part only a few districts are reported as using these tests, 16 out of the 22 sampled districts (73%) reported using at least one test of English language proficiency or dominance. In 20 of the 22 districts surveyed, respondents reported using an achievement test to measure the progress of bilingual education students. The tests most frequently cited include the California Achievement Test, the Comprehensive Test of Basic Skills, the Stanford Achievement Test, the Stanford Diagnostic Test, and the SRA. Most of these standardized and nationally normed tests are of questionable value for bilingual education programs becuase they are not normed for students of limited English proficiency, nor are they adjusted for cultural differences. Tests which are not culture "fair" for the particular ethnic group being assessed have been shown to impact adversely on students' test scores.

C. TEST FREQUENCIES DERIVED FROM SAMPLED STUDENT RECORDS AND COMPARISONS WITH REPORTED FREQUENCIES FROM BILINGUAL EDUCATION PROGRAM STAFF

In addition to the testing information reported by district bilingual education program staff, a sample of student records in each district was reviewed to obtain additional information about the testing program. This section presents findings based upon the review of student records and a comparison of the information reported by district staff with the information derived from the student records.

1. Test frequency findings drawn from sampled student records

A total of 528 student records were reviewed to determine tests administered between September 1976 and April 1979. At least one test score was recorded on 418 (79%) of the observed student records while 110 (21%) of the observed records had no test scores.

The 16 most frequently observed tests are shown in Table V.3. As with Table V.2, the effect of the Chicago data is shown by deleting the Chicago information and reranking the tests. The effect is not major; the Iowa Test of Basic Skills, which is the most commonly observed test when Chicago data are included, drops only 2 ranks to third when Chicago results are removed. None of the ten most frequently observed tests changes more than two ranks. This is true because only 14 different tests were observed in the sampled Chicago data, and of the 96 observations from the Chicago student records, 79 (82%) represent only 5 tests: the ITBS, the FLA, the Criterion Referenced Tests, the Harcourt Brace Reading Test, and the Minimum Proficiency Skills Program Test.

2. Comparisons between reported and observed test frequencies

A comparison of Tables V.2 and V.3 shows that the reported frequency of test use does not usually coincide with the frequency of use observed in the sampled student records. However, ten of the tests listed in Table V.2 (tests 1-7, 11, and the first and third of the 12th rank tests) also are found in Table V.3, though not in the same order. When Chicago data are included, the ITBS is both the most frequently reported and observed test; when Chicago data are deleted, the James Language Dominance Test becomes the most frequently reported test. The most frequently observed test is the Stanford Achievement Test. Thus, the reported responses from the downstate districts reflect an orientation toward the language dominance issue that is not as readily observable when the Chicago data are included.

In the observed student records the effect of subtracting out Chicago data yields results similar to those found in the reported responses. The Stanford Achievement Test becomes the most frequently observed test rather than the Iowa Test of Basic Skills. The Language Assessment Scales do move from 3rd to 2nd, again reflecting a downstate orientation toward the language dominance issue that is lightly masked by inclusion of the Chicago data.

3. Test variability and Record Keeping

Table V.1 lists 89 tests which represent all tests reported as used by district bilingual education staff as well as all tests observed on the sampled student records. When the fifth most frequently observed test (all districts) appears in only 24 of the 528 student records it is clear that there is wide diversity in the selection and recording of tests used for bilingual education programs at the district level. Of the 89 tests listed 71 were reported by district bilingual education program staff as being used. Of the 71 reported as being in use, 30 were not found on the sampled student records.

Only 59 of the 89 tests were observed on the sampled student records and these included 18 tests that were observed on the records but not reported by district program staff. Thus only 41 of the 89 tests were both reported by district bilingual staff and observed on the sampled bilingual education student records.

As was noted in Section B seven tests of English or home language dominance were reported as used by district bilingual education staff and each of the tests were observed on at least one of the sampled student records and usually more. This variability in test instrument options pervades the bilingual testing program. In the absence of any mandate or consensus about test instruments, this variation is likely to continue. As a result, it is not possible to compare language dominance, cognitive, or achievement measures from district to district. Even within the same district, different attendance centers may use different tests to measure the same quality. One effect of such variability is that it is not possible to aggregate information on such questions as achievement levels, cognitive measures, or language dominance to form an overall picture of program performance.

The issue of diversity of tests currently used throughout bilingual education programs in Illinois underlines an additional problem area. Idenfification of the student population in need of bilingual education, placement in bilingual education program at appropriate language fluency levels, assessment of progress in English and home language proficiency, as well as in cognitive and affective areas, are all decision points which require a uniform process so as to meet the educational needs of students of limited English proficiency. In the absence of a body of assessment instruments used uniformily throughout the State, it becomes most difficult to systematically address the basic issues of student eligibility, program participation, entrance exit criteria, transition and other important-but unresolved-questions. Furthermore, the intent of Article 14C "to insure Equal Educational Opportunity to every child "could be undermined by this gap.

Besides variability of tests, the weakness present in not keeping in the student's records complete documentation on test(s) administered, results and how results are utilized, further complicates the analysis of testing procedures in the transitional bilingual education program.

TABLE V.1

Page 1 of 4

Frequency of Tests as Reported by Bilingual Education Program Directors, Principals, and Bilingual Education Teachers and as Included on Student Records

	-----Noted by------		----Observed on----	
	All District Program Staff	Chicago Program Staff	All District Student Records	Chicago Student Records
Affective Inventory	3	0	0	0
American College Testing	1	1	5	3
Basic Reading Test	0	0	2	0
Bilingual Syntax Measure	11	1	5	0
Boehm Test of Basic Skills	19	1	7	0
Bookmark Reading Program	0	0	1	0
Burgance Criterion Reference	1	0	0	0
California Achievement Test	6	0	9	3
California Mental Ability Test	1	0	4	0
California Short Form of Academic Aptitude	2	0	3	0
Carrow Elicited Language Inventory	3	1	1	0
Cognitive Ability Test	5	0	5	0
Comprehensive Test of Basic Skills	3	0	17	0
Criterion Referenced Tests	10	8	7	7
CTB/McGraw Hill	0	0	1	0
Diagnostic Skills Battery	4	0	0	0
Differential (Diversified) Aptitude Test	2	0	4	0
Durell	6	0	1	0
EAS	1	0	0	0
Education Research Council of America	0	0	3	0
Engleman	2	0	0	0
FIER	1	0	2	0
Functional Language Assessment	29	26	47	30
Gates McGinitie Reading Test	9	0	6	0
Ginn Reading Test	2	0	0	0
Harcourt, Brace Reading	0	0	7	7
Harper and Row Mastery Test	0	0	1	0
Hoffman Education Series	0	0	1	0
Houghton Mifflin Magazine Test	4	0	0	0

TABLE V.1 Page 2 of 4

Frequency of Tests as Reported by Bilingual Education Program Directors, Principals, and Bilingual Education Teachers and as Included on Student Records

	Noted by		Observed on	
	All District Program Staff	Chicago Program Staff	All District Student Records	Chicago Student Records
Inter-American	3	0	9	0
Inter-American General Ability Test	2	0	7	0
Inter-American Reading Test	4	0	10	0
Inventory Survey Test	0	0	1	0
Iowa Test of Basic Skills	32	18	70	29
ITED	1	0	0	0
James Language Dominance Test	26	4	23	0
Key Math Test	2	0	0	0
Kuder Vocational Preference	1	0	0	0
Kuhlman-Anderson Test	3	0	5	0
LADO	1	0	0	0
Language Assessment Scale	13	0	52	0
Lee Clark Reading Readiness	1	1	0	0
Life/Proficiency Skills Test	2	1	6	0
Lippencott Basic Reading Test	0	0	3	3
McGraw Hill Diagnostic Test	2	0	0	0
Metropolitan Achievement Test	2	2	2	1
Metropolitan Readiness Test	14	0	18	1
Michael	1	0	0	0
Minimal Proficiency Skills Program Test	1	1	6	6
Moreno Language Proficiency Test	6	0	7	0
Nelson Reading Test	3	0	13	0
OLMAT	0	0	5	0
Otis-Lennon	5	0	10	0

TABLE V.1

Page 3 of 4

Frequency of Tests as Reported by Bilingual Education Program Directors, Principals, and Bilingual Education Teachers and as Included on Student Records

	-----Noted by------		----Observed on----	
	All District Program Staff	Chicago Program Staff	All District Student Records	Chicago Student Records
Peabody Vocabulary Test	3	0	5	0
Picture Interest Exporation Survey	1	0	2	0
Preschool Language Scale	1	1	0	0
Primary Multiple Ability	0	0	5	0
Primary Self Concept Scale	1	0	0	0
Proficiency of Basic Skills	3	3	0	0
Programa de Lengua Espanola	0	0	5	0
Prueba de Evaluacion	2	0	2	0
Prueba de Lectura	3	0	0	0
Prueba Habilidad General	0	0	5	0
PSAT	0	0	2	2
Reading Readiness Skills	1	1	0	0
Reading Unlimited	1	0	4	0
Santillana	1	1	0	0
Scholastic Aptitude Test	0	0	7	0
Scott Foresman	4	3	5	0
SEDL	1	0	0	0
Self Concept Inventory	4	1	0	0
Short Test of Linguistic Skills	5	0	3	0
Slosson	0	0	2	0
SOS Self Concept Scale	1	1	0	0
SRA	8	0	24	0
Stanford Achievement Test	19	0	67	0
Stanford Binet	4	2	1	0
Stanford Diagnostic	2	0	0	0
STEA	2	0	0	0
TASK 11-A/O-L	0	0	5	0
TOBE	0	0	2	2
TORONTO (North Western Syntax Screening Test)	1	0	0	0
Test of Academic Skills	1	0	0	0
Test of Reading	2	0	0	0
Visual Motor Intelligence	1	1	0	0

TABLE VI.1

Frequency of Tests as Reported by Bilingual Education Program Directors, Principals, and Bilingual Education Teachers and as Included on Student Records

	-----Noted by------		----Observed on----	
	All District Program Staff	Chicago Program Staff	All District Student Records	Chicago Student Records
Wechsler	2	2	2	0
Wisconsin Reading Skills	1	0	1	1
WISK	1	1	0	0
WRAT	1	0	10	0
TOTALS	327	82	528	96

TABLE V.2

Most Frequently Administered Tests as Reported by Bilingual Education Program Staff

Test	Number of Responses	Rank, All Districts	Rank, All Districts Except Chicago	Number of Downstate Responses	Number of Chicago Responses
Iowa Test of Basic Skills	32	1	4 (TIE)	14	18
Functional Language Assessment (Survey)	29	2	*		26
James Language Dominance Test	26	3	1	22	4
Stanford Achievement Test	19	4	2	19	0
Boehm Test of Basic Skills	19	4	3	18	1
Metropolitan Readiness Test	14	6	4 (TIE)	14	0
Language Assessment Scale	13	7	6	13	0
Bilingual Syntax Measure	11	8	7	10	1
Criterion Referenced Tests	10	9	9 (TIE)	8	2
Gates McGinitie Reading Test	9	10	8	9	0
SRA	8	11	9 (TIE)	8	0
California Achievement Test	6	12 (TIE)	11 (TIE)	6	0
Durell	6	12 (TIE)	11 (TIE)	6	0
Moreno Language Proficiency Test	6	12 (TIE)	11 (TIE)	6	0

* Falls out of first 15 ranks when Chicago data are removed. This test was formerly known as the Functional Language Survey.

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TABLE V.3

Most Frequently Administered Tests as Observed in Sample Student Records

Test	Number of Responses	Rank, All Districts	Rank, All Districts Except Chicago	Number of Downstate Responses	Number of Chicago Responses
Iowa Test of Basic Skills	70	1	3	41	29
Stanford Achievement Test	67	2	1	67	0
Language Assessment Scale	52	3	2	52	0
Functional Language Assessment (Survey)	47	4	6 (TIE)	17	30
SRA	24	5	4	24	0
James Language Dominance Test	23	6	5	23	0
Metropolitan Readiness Test	18	7	6 (TIE)	17	1
Comprehensive Test of Basic Skills	17	8	6 (TIE)	17	0
Nelson Reading Test	13	9	9	13	0
Inter-American Reading Test	10	10 (TIE)	10 (TIE)	10	0
Otis-Lennon	10	10 (TIE)	10 (TIE)	10	0
WRAT	10	10 (TIE)	10 (TIE)	10	0
California Achievement Test	9	13	16	6	3
Moreno Language Proficiency Test	7	14 (TIE)	13 (TIE)	7	0
Boehm Test of Basic Skills	7	14 (TIE)	13 (TIE)	7	0
Inter-American General Ability Test	7	14 (TIE)	13 (TIE)	7	0

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D. DISTRICTS' ASSESSMENTS CONCERNING THE SUITABILITY OF TESTS AND AN OVERVIEW OF BILINGUAL TESTING PROGRAMS IN SIX STATES

Results of interviews with 142 respondents during the data collection phase of this study have indicated that a wide variety of tests are being utilized throughout the bilingual education programs in the State of Illinois. This section will examine assessments made by bilingual program directors and principals regarding the validity and reliability of the tests. Finally, the districts recommendations concerning testing will be given along with a brief overview of bilingual testing programs currently in operation in six states.

Table V.4 lists 21 tests by assessment category used by two or more districts for bilingual education students. Purposes for which the tests are being used as reported by district program directors, principals and bilingual education teachers are also given. In addition, each test receives a second or third rating according to the Pletcher, Locks, Reynolds and Sisson 1978, Guide to Assessment Instruments and, where applicable, from Dr. Maria Elena de Valdez' 1978 report entitled, "Language Assessment and Placement Instruments for Non English Speaking Children in Illinois and Present Language Classification Procedures." Finally, a brief synopsis of the evaluation of tests from the Mental Measurements Yearbook (MMY) is provided when available.

The assessments concerning bilingual education testing instruments found in the Pletcher Guide to Assessment Instruments are based upon a cultural and linguistic review process implemented by a panel of experts. Although we find some of the distinctions outlined too fine to be entirely useful, the information is provided so as to offer additional guidance to the State. The procedures used for the review process included:

- Review of each instrument for cultural and linguistic appropriateness by a geographically diverse panel of experts.
- Results of a three day training session and a working conference.
- Review by a native speaker of the dialect spoken by the students for whom the instrument was designed.
- Second reviews by guide authors for instruments receiving extremely high or low ratings during the initial evaluation session.

It should be mentioned in reviewing this table that the assessments made by the districts provide only a rough estimate regarding the usefulness of a particular test. In addition, some administrators and principals are more knowledgeable regarding testing practices than others. Since no attempt was made to relate these responses to the experience or expertise of the respondents, the assessments must be viewed as impressionistic. Finally, it should be indicated that the districts' responses concerning the validity of tests have not been coded and analyzed because the variation among the responses is much greater from respondent to respondent than from test to test. In some districts, almost all tests are considered good, and in other districts almost all tests are considered poor. We feel this is probably an artifact, reflecting individual attitudes toward testing rather than distinctions among tests.

TABLE V.4 Page 1 of 10

Tests Commonly Used in Illinois Bilingual Education Program

KEY

A = Purpose for which test is used
B = Number of years of use in the districts
C = District's assessment
D = Pletcher assessment
E = de Valdez assessment
F = Mental Measurement Yearbook synopsis

TESTS OF ENGLISH AND SPANISH LANGUAGE PROFICIENCY OR DOMINANCE

I. Carrow Elicited Language Inventory

A. Used to measure ability to understand English and Spanish

B. Mentioned as being in use an average of 5 years in 3 of 22 districts surveyed.

C. Rated "excellent" by one district.

D. Not originally developed, adapted, or statistically debiased for use with students whose first language is Chinese, French, Italian, Navajo, Portuguese, Spanish or Tagalog.

E. A very easily scored and administered instrument, the Carrow Test is designed for children ages 3-7 and specifically categorizes levels of oral English comprehension as well as diagnosing areas of difficulty.

II. Short Tests of Linguistic Skills (STLS)

A. Used to measure comprehension, reading and speaking skills in Spanish and English.

B. Mentioned as being in use for three years in 3 out of 22 districts surveyed.

C. One district reported that the test is "overly cumbersome".

D. This test is still in a developmental stage. The technical information and item content is not yet complete.

E. Two serious deficiencies were found to be related with this test: (1) lack of allowance for the sociocultural context of language, and (2) inability to measure a student's full expressive capabilities.

TABLE V.4

Tests Commonly Used in Illinois Bilingual Education Program

KEY

A = Purpose for which test is used

B = Number of years of use in the districts

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E = de Valdez assessment

F = Mental Measurement Yearbook synopsis

III. Language Assessment Scales (LAS)

A. Used to measure language dominance and proficiency levels in English and Spanish.

B. Mentioned as being in use for an average of two years in 4 out of 22 districts surveyed.

C. All districts rated this test "good" to "excellent".

D. Directions, item content, format and procedures are considered very appropriate when assessing Cuban, Mexican-American, and Puerto Rican students in grades K-5.

E. A student is placed in one of five language proficiency levels which coincide fairly well with the State proficiency levels. The LAS can be administered in 15-20 minutes and an analysis of scales of reliability as well as internal reliability data for each age group per subset indicate a high degree of reliability for this test.

IV. James Language Dominance Test (Fourth Version)

A. Used for assessing language dominance in Spanish and English.

B. Mentioned as being in use an average of three years in 13 out of 22 districts surveyed.

C. Rated by the districts as "fair" to "very good".

D. Item content, format, and procedures are culturally and linguistically adequate for Mexican-American students in grades K-1.

TABLE V.4

Page 3 of 10

Tests Commonly Used in Illinois Bilingual Education Program

KEY

A = Purpose for which test is used
B = Number of years of use in the districts
C = District's assessment
D = Pletcher assessment
E = de Valdez assessment
F = Mental Measurement Yearbook synopsis

V. Bilingual Syntax Measure (BSM)

A. Used for assessing language proficiency and dominance in English and Spanish.

B. Mentioned as being in use for an average of two years by 6 out of 22 districts surveyed.

C. Rated "fair" by the districts. One district stated that the test was overly time consuming.

D. Directions, item content, vocabulary, format, and procedures are culturally and linguistically adequate for Cuban, Mexican-American, and Puerto Rican students in grades K-2.

E. This is a highly developed and tested instrument designed to measure grammatical structures in English and Spanish (grades K-3).

VI. Quick Language Assessment Inventory (Moreno)

A. Used for assessing language proficiency.

B. Mentioned as being in use an average of one and a half years in 2 of the districts surveyed.

C. Rated "fair" by the districts.

D. Test should be administered in conjunction with parents for students in grades K-6.

TABLE V.4

Page 4 of 10

Tests Commonly Used in Illinois Bilingual Education Program

KEY

A = Purpose for which test is used
B = Number of years of use in the districts
C = District's assessment
D = Pletcher assessment
E = de Valdez assessment
F = Mental Measurement Yearbook synopsis

VII. Functional Language Assessment (FLA)

A. Used for assessing language proficiency and classifying students into 3 instructional (A,B,C) and one non-instructional (D) categories.

B. Mentioned as being in use in two districts.

C. Rated "fair" to "poor" by the districts.

D. No comments given.

E. This test was developed in 1977 and revised in 1978 and measures production and comprehension of oral English. Deficiencies in this include: lack of visual cues, and insufficient diagnostic value due to the fact that the same test is intended for use in too large a grade spread (K-12).

TESTS OF BASIC SKILLS, READING ACHIEVEMENT, AND APTITUDE

I. Boehm Test of Basic Concepts

A. Used for assessing basic skills; ability; understanding; visual readiness and language proficiency.

B. Mentioned as being in use in 11 out of 22 surveyed districts for an average of three years.

C. Rated "good" to "very good" by the districts.

D. Directions, item content, illustrations, format and procedures are adequate culturally and linguistically for Mexican-American and Puerto Rican students in grades K-2.

F. Items top concepts that kindergarten and 1st grade children need to know. Too easy to be of great value for 1st graders from middle or higher socio-economic levels, or for 2nd graders of any social class. Valuable in the detection and remediation of deficiencies in verbal understanding, but limitations in standardization and lack of validation data should make the user cautious in its employment.

TABLE V.4

Tests Commonly Used in Illinois Bilingual Education Program

KEY

A = Purpose for which test is used

B = Number of years of use in the districts

C = District's assessment

D = Pletcher assessment

E = de Valdez assessment

F = Mental Measurement Yearbook synopsis

II. Gates McGinitie Reading Test

A. Used to assess reading achievement of proficiency.

B. Mentioned as being in use an average of eight years in 7 out of 22 districts surveyed.

C. Rated "fair" by the districts.

D. Test is not developed, adapted or statistically debiased for use with students whose first language is Chinese, French, Italian, Navajo, Portuguese, Spanish or Tagalog.

F. Used alone, these tests probably function best as survey tests. No mention of validity in the manual. No attempt has been made to organize data as evidence of validity.

III. Pruebas de Lectura (Inter-American Series)

A. Used to assess reading achievement in English and Spanish.

B. Mentioned as being in use an average of 3 years in 7 out of 22 districts surveyed.

C. Rated "fair" to "poor" by the districts. One district mentioned that the Spanish dialect found on the test is primarily Puerto Rican.

D. Format, procedures and directions are linguistically appropriate for Cuban, Mexican-American and Puerto Rican students in grades K-6. Vocabulary and item content are acceptable except for Level III where students would have difficulty if they are not using Spanish in their daily conversations.

TABLE V.4

Tests Commonly Used in Illinois Bilingual Education Program

KEY

A = Purpose for which test is used
B = Number of years of use in the districts
C = District's assessment
D = Pletcher assessment
E = de Valdez assessment
F = *Mental Measurement Yearbook* synopsis

IV. Peabody Picture Vocabulary Test

A. Used to assess IQ, receptive vocabulary and English language proficiency.

B. Mentioned as being in use an average of five years in 2 of the 22 districts surveyed.

C. Rated "good" by the districts.

D. Not developed or statistically debiased for students whose first language is Chinese, French, Italian, Navajo, Portuguese Spanish or Tagalog.

V. Durell Listening-Reading Series

A. Used to assess reading skills and achievement in the English language.

B. Mentioned as being in use an average of two years in 2 of the 22 districts surveyed.

C. Rated "good" by the districts.

D. Not originally developed adapted, or statistically debiased for use with students whose first language is Chinese, French, Italian, Navajo, Portuguese, Spanish or Tagalog.

F. Content validity is outstanding; construct and concurrent validity remain weak. Uncertain whether this series can be used with the culturally disadvantaged, the bilingual, or the language deprived.

VI. Metropolitan Readiness Tests (Levels I, II Forms P and Q)

A. Used to assess reading readiness for kindergarten students.

B. Mentioned as being in use an average of 10 years in 4 of the 22 surveyed districts.

C. Rated fair to very good by the districts.

D. Reviewers reported that the illustrations, format, and procedures were culturally and linguistically appropriate for English speaking Mexican-American and Puerto Rican students in grades K-1.

F. Reliability appears adequate. The test is well constructed and measures abilities associated with success in early school learning.

TABLE V.4

Tests Commonly Used in Illinois Bilingual Education Program

KEY

A = Purpose for which test is used
B = Number of years of use in the districts
C = District's assessment
D = Pletcher assessment
E = de Valdez assessment
F = Mental Measurement Yearbook synopsis

VII. Otis-Lennon Mental Ability Test

A. Used to assess aptitude, mental ability.

B. Mentioned as being in use an average of seven years in 4 out of 22 districts surveyed.

C. Rated "questionable" to "good".

D. Not originally developed, adapted, or statistically debiased for use with students whose first language is Chinese, French, Italian, Navajo, Portuguese, Spanish, or Tagalog.

F. A product of exceptional merit. Correlates adequately with educational criteria.

STANDARDIZED ACHIEVEMENT TESTS

I. Metropolitan Achievement Tests

A. Used to assess cognitive achievement.

B. Mentioned as being in use an average of five years in 4 of the 22 districts surveyed.

C. Rated "fair" to "good" by the districts. Students must be at Level III English language proficiency.

D. Not originally developed, adapted, or statistically debiased for use with students whose first language is Chinese, French, Italian, Navajo, Portuguese, Spanish, or Tagalog.

II. Stanford Achievement Test

A. Used to assess cognitive achievement.

B. Mentioned as being in use an average of ten years in 8 of the 22 districts surveyed.

C. Rated "fair" to "very good" by the districts.

D. Not originally developed, adapted, or statistically debiased for students whose first language is Chinese, French, Italian, Navajo, Portuguese, Spanish or Tagalog.

F. The patriarch of standardized achievement tests. Reliability generally adequate, empirical validity data completely lacking in the manual. Continued use is recommended.

TABLE V.4

Tests Commonly Used in Illinois Bilingual Education Program

KEY

A = Purpose for which test is used

B = Number of years of use in the districts

C = District's assessment

D = Pletcher assessment

E = de Valdez assessment

F = Mental Measurement Yearbook synopsis

III. Iowa Test of Basic Skills (ITBS)

A. Used for assessing cognitive achievement.

B. Mentioned as being in use an average of ten years in 5 of the 22 districts surveyed.

C. Rated "poor" to "good" by the districts. More reported "good" than "poor". Used for students with adequate reading skills in English.

D. Not originally developed, adapted, or statistically debiased for use with students whose first language is Chinese, French, Italian, Navajo, Portuguese, Spanish, or Tagalog.

IV. California Achievement Tests (CAT) Levels II and III, Form A

A. Used to assess cognitive achievement.

B. Mentioned as being in use for 6 years in one surveyed district. Test is being implemented in a second district this coming year.

C. Rated "very good" by the districts.

D. Directions, item content, vocabulary, illustrations, and procedures are culturally and linguistically appropriate for Cuban, Mexican-Amerian, and Puerto-Rican students in grades 2-6.

TABLE V.4

Tests Commonly Used in Illinois Bilingual Education Program

KEY

A = Purpose for which test is used

B = Number of years of use in the districts

C = District's assessment

D = Pletcher assessment

E = de Valdez assessment

F = Mental Measurement Yearbook synopsis

V. Comprehensive Test of Basic Skills (CTBS) Levels A-C, 1,2 Form S

A. Used to assess basic skills in reading, language, and mathematics.

B. Mentioned as being in use an average of one year in 2 of the 22 districts surveyed.

C. Rated "fair" to "good" by the districts. Use is recommended for students with higher levels of English language proficiency.

D. Directions, vocabulary, illustrations and procedures are appropriate only to English dominant Cuban, Mexican-American, and Puerto Rican Students in grades K-6.

F. Well developed test. Carefully constructed and standardized. Lack of validity data in manual a glaring weakness.

VI. SRA Achievement Series (Science Research Associates)

A. Used to assess cognitive achievement for elementary students.

B. Mentioned as being in use an average of five years in 3 out of 22 districts surveyed.

C. Rated "poor" to "very good" by the districts. One district mentioned a cultural bias; another stated that the test was only appropriate for students at level III of English language proficiency.

D. Not originally developed, adapted or statistically debiased for students whose first language is Chinese, French, Italian, Navajo, Portuguese, Spanish, or Tagalog.

F. Generally high quality; content is appropriate, technical standards acceptable. Inadequate validity data.

TABLE V.4

Tests Commonly Used in Illinois Bilingual Education Program

KEY

A = Purpose for which test is used

B = Number of years of use in the districts

C = District's assessment

D = Pletcher assessment

E = de Valdez assessment

SELF CONCEPT TESTS

I. Self Observation Scales (SOS)

A. Used to assess self-concept.

B. Mentioned as being in use an average of three years in 2 out of 22 districts surveyed.

C. Not rated by the districts.

D. Reviewers found the SOS to be culturally and linguistically inappropriate for Hispanic students in grades K-6. Many items on this test were insensitive to Hispanic cultural values and some of the vocabulary was found to be unfamilar to Mexican-American students.

1. Most tests were given ratings of "fair" to "very good" by the districts.

Thirteen out of the 21 tests listed in the table were assessed as "fair" to "very good" by the districts. The districts' assessments were not always consistent with the ratings given by the experts. For example, the Bilingual Syntax Measure, rated "fair" by the districts was assessed as highly developed and culture fair by both Pletcher and de Valdez. Another test, the Pruebas de Lectura (Inter-American Series) received a "fair" to "poor" assessment by the districts. In Pletcher's Guide to Assessment Instruments, however, the Pruebas de Lectura are given a good recommendation except in the cases where students do not use Spanish in their daily conversations.

2. Six tests were assessed by the districts as "good" to "excellent".

Tests which received a "good" to "excellent" rating include:

- The Carrow Elicited Language Inventory,
- The Language Assessment Scales,
- The Boehm Test of Basic Skills,
- The Peabody Picture Vocabulary Test,
- The Durell Listening-Reading Series, and
- The California Achievement Test.

When the districts' assessments are compared to those of the experts, it is found that in all but two cases the districts are in agreement with the ratings of the experts. While districts rated the Carrow Elicited Language Inventory as "good", experts are divided concerning the merits of this test.

3. Interviews with bilingual program directors, principals and teachers indicate that the bilingual education testing program can be strengthened.

In almost all of the 22 districts, the respondents indicated a disenchantment with current tests. The comments made were quite consistently negative. They included comments that less reliance be placed on tests written and administered in English, that normed tests be found or developed in the native language, that group-administered tests be found or developed in the native language, and that adequate proficiency/dominance tests be found or developed for older (junior/senior high school) students. There were also suggestions that the State furnish some guidance on what tests are available and which of these are recommended.

4. Experience in six states parallels the views of educators in the sampled Illinois school districts.

Bilingual education program officials in Chicago have been concerned about the lack of suitable tests for bilingual education students for several years. The first test developed by Chicago for use in the bilingual education program was the Short Test of Linguistic Skills (STLS) in 1976. Parallel forms are available in 11 languages to measure language dominance in children whose native language is not English. Then, in 1977 the Functional Language Survey, (FLS), was developed locally as an English proficiency test for limited English proficiency students because no commercially available tests were considered satisfactory. Difficulties encountered with interrater and intrarater reliability led to questionable classification of students with the FLS. The test has since been revised and is now known as the Functional Language Assessment (FLA). While the FLA is considered more reliable than the FLS, some problems such as misclassification, subjectivity, and excessive administration time continue to be reported by respondents. However, interviews with bilingual education program personnel in Chicago revealed that the FLA is often confused with the FLS. A correlation of between .84 and .86 between the FLA and teacher ratings was found for the May 1978 administration of this test. In addition, the FLA scores are only one of the multiple classification measures which when aggregated form the basis for student classification in the Chicago public schools.

As adjunct to the current study, LM & A informally contacted state officials in California, Colorado, Florida, Iowa, New York, and Texas, and has obtained information on the status of bilingual education testing in these six states. The experience in these states tend to parallel those in Illinois, although some states have developed lists of acceptable tests, and others are planning to do so.

The states contacted generally agreed that entry standards, exit standards and assessment of progress within the program were three distinct areas insofar as testing is concerned. Most of the states consider entry standards as having the highest priority. Two states, California and Texas, have already developed an approved list of tests (four in California, five in Texas) that they consider most appropriate for student selection. Two other states, Iowa and New York, are in the process of developing such lists.

Standards for exit, or transition, from the bilingual education program to the all-English classroom have been developed only in Texas. Texas has a list of eight approved tests for this purpose and has developed a cutoff criterion for transition in terms of a percentile rank score.

Assessment of progress in cognitive and affective areas seem to have received the least attention. In Colorado, though, the cognitive and affective aspect of testing is stressed: the State urges districts to measure achievement on a pretest/posttest basis and this is apparently done in most districts with the use of major standardized norm-referenced tests.

Three of the six state contacts mentioned additional help that their state education agencies provide. In New York, there are publications available from the SEA describing various tests that might be useful in a bilingual context; the SEA also serves as a dissemination center so that one district may profit from another district's testing experience. In California, state aid is available for finding tests to measure the extent to which local objectives are being met. A similar situation exists in Iowa, where the state coordinator helps districts select tests.

The foregoing summary is intended only as a guide to what is being done in other states. No evaluation of the appropriateness of the standards used or assistance provided was undertaken as part of this study.

In 1977, the Department of Health, Education and Welfare initiated the "Children's English and Services Study," a congressionally mandated survey to provide national estimates of children, ages five through fourteen, who are of limited English speaking ability, to determine their educational needs and whether those needs are being met by public schools. The study was guided throughout by a national Review Group of recognized educators, representatives of State Education Agencies and bilingual Education specialists.

Before it was possible to provide answers to the questions raised by Congress and various national and state agencies, it was necessary to define "limited-English language speaking (proficiency)" and to establish a measure to determine whether a child is or is not limited in proficiency.

A panel of experts from the Calger Review Group considered certain characteristics to be highly desireable for such a measure. The measuring instrument should:

- Be individually administered.
- Require no more than one-half hour to administer by a classroom teacher, or similarly qualified person, with only a relatively short training session.
- Reflect in its content the academic English skill expected of of students in the typical all-English classroom in the U.S. public schools, that is, criterion-referenced.
- Measure English language skills in reading, writing, speaking and understanding.
- Be designed for specific age/grade groups and to be used with students from ages 5-14.
- Discriminate statistically between fluent English speaking students and students with limited English proficiency.

This panel concluded that none of the existing tests satisfied all of these criteria and recommended development of a new instrument. As a result, the Language Measurement and Assessment Inventories were developed by L. Miranda and Associates, Inc.

1. The LM&AI can be used to identify students of limited English proficiency, determine placement in a bilingual education program and/or a child's readiness for transition to an all-English program.

The LM&A I contains ten separate age-referenced tests for assessing the English language proficiency of non-English language background children of ages 5-14. The tests are specifically designed to measure whether a child is fluent in English or of limited English proficiency based on a cut-off score. For each age level, the tests have been designed to reflect a minimum level of competence in academic English language that would be expected of students in public schools in the United States. Oral, reading, and writing skills in English are assessed by the LM&AI. The forms for ages five and six measure only oral performance while those for ages 7-14 include both oral and written performance measures. Since the LM&AI tests are age-referenced, they can be used to measure a student as : (1) in need of bilingual education (does not test appropriate for age level in English language skills) or (2) ready for transition (student's English language skills are adequate for his or her age level).

The LM&AI package consists of an Examiner's Reference Manual, or Examiner's Test Booklet which contains the Oral and Written Sections for each age, a Pictures and Word Handbook, an Answer Sheet and examiners' training materials.

2. The LM&AI has been extensively pretested and field tested in a national study.

The test was used in the Children's English and Services Study. It was first field tested with 1,500 children and later applied to over 1,900 children in a 24 state study. Field tests were conducted in Massachusetts and California with children of the following sampled language backgrounds: Spanish, Italian, Chinese and other Asian languages.

Field Test III was conducted with revised instruments in November and December 1977. Approximately 1,000 students of Asian, Arab, Cuban, Greek, Polish, Puerto Rican and Mexican backgrounds in six communities in Iowa, Florida and Texas were tested with these instruments to determine whether they were of limited English proficiency. Results indicated that the test has a high degree of validity at all age levels ranging from a high of 97.1% agreement between test results and teachers' assessments for the 5 year old child to 85.5% agreement between test results and teacher's assessment for the 12 year old child.

This chapter presented findings concerning the testing program as it is currently implemented in Illinois for children of limited English and discriptive information. Recommendations concerning management of the Illinois transitional bilingual education program are presented in the next chapter. This next chapter also includes a section on recommendations for a testing program for bilingual education students.

CHAPTER VI

RECOMMENDATIONS FOR THE TRANSITIONAL BILINGUAL EDUCATION PROGRAM

L. Miranda and Associates

VI. RECOMMENDATIONS FOR THE TRANSITIONAL BILINGUAL EDUCATION PROGRAM

This chapter presents study recommendations for the Illinois Office of Education. Our focus, here, is to provide suggestions which would improve the Illinois transitional bilingual education program and strengthen State and District management of the program. The recommendations found in this chapter are based on:

- a thorough review of study findings and experiences;
- a series of interviews and discussions with State and District officials and bilingual education program personnel; and
- recognition that suggestions made must be feasible within the resources available for the State program.

Thus, the approach taken is to provide recommendations which are sensitive to cost, feasible for State and local personnel to carry out and practical for providing timely information to decision-makers.

The Chapter is organized into four areas as described below:

- Program Policy recommendations focus on those key aspects of the program which affect other components, i.e., goals, rules and regulations, a state-wide advisory committee and a study about English language proficiency classification.
- Recommendations for a Bilingual Education Management Information System including attributes of the system, component data, sources of information and utility of the outputs.
- Program administration recommendations focusing on the roles of the State, the Bilingual Program Directors and attendance center personnel in the administration of the transitional bilingual education program.
- Program evaluation and testing recommendations that describe an approach to program evaluation and the use of standardized test scores as part of the evaluation system.

A. PROGRAM POLICY

The area of program policy is critical to improving planning, administration. monitoring and evaluation of the transitional bilingual education program. Clear mutually agreeable goals are important for program direction. Administrators need to know the parameters and constraints of the program. There is expertise at the District and program level to assist State officials in addressing policy questions.

1. The State of Illinois should revise transitional bilingual education program goals to more accurately reflect a consensus of program direction and expected outcomes.

Given the dissatisfaction expressed with the current program goals as well as the intent of IOE to revise the current goals, IOE should proceed with such revision using a consensus approach. Because program goals may be viewed as broadly stated intended accomplishments of a program, the goals also inform administrators at the State, district and attendance center level about what they are responsible and accountable for accomplishing. In other words, the process revising program goals should allow for input from representatives of all affected parties.

Several formal techniques are available to assist IOE in setting up such a procedure; the Delphi method using a panel of "experts" and the normative group process are just two examples. The key point is to encourage input and consensus from a variety of resources, ensuring that all comments are valued and will be considered. A systematic process such as the above will also tend to decrease wide program variation as well as dissatisfaction with program goals in general.

2. State Rules and Regulations should be modified to reflect new program goals and clarify operating procedures for the transitional bilingual education program.

In addition to whatever necessary changes would be made to reflect revised program goals, several other aspects of the rules and regulations were pointed out during interviews and assessed by LM&A as areas for careful review. These areas include:

- Section 1.08, the 90 minute ruling for home language instruction may or may not be equally important for all students as they differ by age, ability, and English and home language proficiency at the point of program entry. In addition, Section 1.08 emphasises instruction in native language to include the history and culture of the native land of the students or of the parents, in its definition of a program in transitional bilingual education. Discussions with State and District officials revealed a primary concern with acquisition of English language skills, gains in English proficiency as opposed to the total stated program of instruction defined in this section. The focus of the program needs to be reviewed as part of the revision of program goals to reflect actual expectations, particularly in light of this study's finding that home language proficiency is the most important factor influencing bilingual program students' progress in English.

- Section 1.09 and 14.01-03, the Parent Advisory Committee needs to play a more uniformly active role, especially in light of the reported finding that parental support, home environment and previous aducational experience are particularly important in the student's achievement. Guidelines for achieving substantive parental involvement need to be outlined.

- Section 1.11, the five English language proficiency levels need to be reassessed in light of the multi-definitions currently being used, their number and linguistic function.

- Section 3.02, guidelines for submitting preapproval application also need review.

- Section 4.01, responsibility of the Superintendent: office needs to be more clearly delineated in light of the need for state-wide program direction.

- Section 4.02, duties and responsibilities of the local Program Director may be revised to strengthen management of the program.

- Section 7.01, required programs need to be reviewed to more accurately reflect the intent of Article 14C, or to further clarify the ambiguous langauge which appears to provide for the enrollment in the transitional bilingual education program of every school-age child regardless of the 20 or more rule.

- Section 8.02, the annual testing section may be revised to reflect more uniformity in expectations and use in monitoring and evaluation, as well as consistency with language proficiency levels (i.e., aural comprehensive, speaking, reading and writing of English).

- Section 10.01, the number of students required to warrant a teacher's aide should be reviewed in light of experience and alternative program designs.

- Section 10.05, the adequacy of records on students' educational level requires a review to reflect more consistency and uniformity. The exact records a district is required to keep concerning the bilingual education program should be reviewed in light of informational needs and documentation for future reference.

- Section 16.01-2, the reimbursement for costs, excess costs formula, timing and flexibility of that approach may need to be reviewed to reflect individual goals and program administration needs.

Although other sections may also require review, the areas above are related directly to the recommendations discussed in this chapter. The key here, is to what extent does IOE want to more closely focus the transitional bilingual education program. The response may move IOE from a policy and process emphasis to one that emphasizes state-wide program direction.

3. A State transitional Bilingual Education Committee should be established by IOE to strengthen the decision-making process.

A State-wide Bilingual Advisory Council is currently operating in Illinois, although a study of its mission, functions and activities have not been part of the scope of work for this study. The findings of this study do indicate that the communication network operating between State and local bilingual education program officials does need strengthening. Monitoring visits by State Officials, for example, have been irregular in the past as indicated in interviews with State officials and review of program monitoring files. The annual preapproval application meeting which takes place with all downstate Directors focuses on instructions for completing the applications. Regular, formal meetings about the policies and needs of the transitional bilingual education program are not held. Interview experience suggests that district and program personnel can provide advice and guidance to State officials and are willing to do so.

This expertise can be effectively utilized through the establishment of a State advisory committee composed of district, program and State officials. Representation of large, medium, small and extra small districts should be considered as well as participating parents. The committee would focus on aspects of planning, program management, including resource allocation, monitoring and evaluation. Some immediate issues which could be addressed by the committee include: revising transitional bilingual education program goals to the mutual satisfaction of State and local officials; determining how best to implement recommendations of this study such as, program design, in service training, data collection and management; and advising on the broad goals and objectives of an evaluation approach.

4. IOE should carefully commission a study to determine the utility of current levels of language proficiency designation and, if appropriate, recommend revisions.

Information gathered during the study points to both concern and dissatisfaction with the current levels of language proficiency as stated in the current rules and regulations. Particularly, concern is expressed about Level IV.

> The student speaks and understands English without apparent difficulty but displays low achievement indicating some language or cultural interference with learning.

There is difficulty with this designation both in terms of measurement and in terms of combining academic achievement, language and culture. Additionally, there are problems at this level in separating proficiency as it relates to the use of English and possible learning difficulties. This level should be deleted from the definitions currently used.

In actual practice, students in only three levels of language fluency, those in greatest need in districts with attendence centers of 20 or more of the same home language background, are predominently enrolled in the bilingual education program; and those not of limited English competency level participate on a space availability basis. L. Miranda and Associates recommends that the State definitions for levels of English language proficiency be reduced to three on a language continuum from not speaking, reading, writing or understanding English (Level I) to speaking, reading, writing or understanding English fluently enough to participate in an all-English classroom (Level III). This would result also in a lessening of classification errors for secondary school students in need of transitional bilingual education. Important factors to remember when reassessing the language levels are: (1) What is being defined -- English language proficiency (not educational achievement nor student development); (2) The purpose for assessing English language proficiency; (3) The use to be made of language classification by levels. Such considerations would then dictate the measurement of English language skills in reading, writing, speaking and understanding, reflect the English language skills needed to successfully participate in an all-English classroom and measure language in terms of the schools curriculum.

This study cannot reach any definitive conclusion on the validity of the definitions of levels of language proficiency currently in use. This is the case for several reasons: First, precise criteria for classifying students by level were not made available to LM&A by districts. Second, there are no state-wide criteria to provide a framework for assessing local practices. Third, procedures and methods, e.g., costs and teacher judgment differ from one district to another, and in downstate districts, even from one attendance center to another within a single district. To validate classifications on a school-by-school, child-by-child basis would require resources far beyond those available to this study. Fourth, multiple definitions of English language proficiency are also being used in the State. The largest school district, for example, does not even use the State definitions as stated. This district is operating under a court rider to comply with Lau vs. Nichols guidelines published by HEW's Office of Civil Rights, which have resulted in a reestablishment of definitions. Three proficiency categories are used, instead of the State's five. This may or may not cause differences in classification from the State defined levels. While the current proficiency categories in use in that district are not perfect, they approximate a more workable definition for classification. For one, the three categories are more realistic in so far as they simplify the classification of students, deleting ambiguous levels. More importantly, the categories attempt to assess language proficiency in terms of the use for which the information is to be used --educational programming, by relating them to the curriculum and not to achievement at the state level. In the context of classifying students'; language fluency measures of aural-oral language developments are not appropriate. The three proficiency categories used, are incomplete, however, by focussing on the language proficiency skills of speaking and understanding to the exclusion of other language proficiency attributes such as reading, reading comprehension and writing, which are essential for students to perform successfully in classrooms in which only English is used. This weakness is a reflection of the instrument in current use to measure English language proficiency, the Functional Language Assessment. The FLA assesses only speaking and understanding skills: oral comprehension and oral production, to the neglect of important academic English skills or reading and writing.

In light of the above, we recommend an in depth examination of the area to be conducted by experts in the field to determine a set of consistent and operationally defined proficiency levels. The results will, of course, affect other aspects of the program such as the Bilingual Census, determination of need, and classification of students entering the program, among others.

B. MANAGEMENT INFORMATION SYSTEM (MIS)

Program evaluation, the focus of this study, is one of three major functions in an effective program management process. The first key function is planning in which the need for the program is established, planned outcomes are defined, and a strategy of service intervention intended to achieve the planned outcomes is designed. The second function is operations. This encompasses implementation of the program design, such as hiring staff and developing materials, actual delivery of services, administration, and monitoring actual operations to ensure that the program design is being implemented as intended. In cases where monitoring identifies operational problems, corrective actions can be taken to bring the program back "on course." Evaluation, as the final function in this three-part management process, determines what the program has accomplished. In a "closed-loop" management process, the results of evaluation provide a basis for replanning the program for the future.

Evaluation may be carried out at several levels including:

- The effectiveness or success of the particular program design or alternative program designs in achieving planned results.
- The long-term outcomes that have been achieved for the particular students as a result of having participated in the program, e.g. "A higher proportion of students who have participated in the program graduate from high school than a similar group who did not participate."
- The impact of the program on the target group as a whole or the society, e.g. "As a result of the program the educational achievement of an entire cultural group within the community increases."

These levels of evaluation may be viewed as a hierarchy of evaluation complexity and sophistication. Before the impact or long-term outcomes of the program can be measured with confidence, the evaluator must be assured that: (1) an intentional design is, in fact, in place and operating as intended; and (2) that it is the program, indeed, rather than other intervening variables that are bringing about the results actually obtained.

Deficiencies identified in this study in the first two management functions, planning and administration of program operations, are currently limiting the capability of program administrators to meet the first condition for evaluation. These problems, discussed in detail in Chapter III Program Administration, include:

- Failure of the program planning process to adequately define key elements of the program design and expected outcomes.
- Failure of the program monitoring process to go beyond monitoring compliance with basic state guidelines to ensure that the planned program design is, in fact, operational and is achieving intended results, on schedule.

Recommendations for improving the general planning and monitoring procedures for the state-funded transitional bilingual education program are presented in Part C of this chapter. A critical prerequisite, however, for carrying out program planning and monitoring and for conducting effectiveness evaluation is the development and maintenance of a management information system (MIS) that will provide the information program administrators require to make regular management decisions. A comparable set of data with regard to the bilingual education program must be available on an ongoing basis in order to answer the following questions:

- What can we expect the program to achieve and how does this differ by context and design of the program?
- Is the program operating as intended according to law, regulation, local policies, and established program design?
- When expected achievements are not obtained, where are the problems, what is their nature, and how can they be resolved?

The results of this study indicate that the information available about the state-funded bilingual education program is generally maintained at the individual district rather than at the state level. Districts maintain differing types of information at different source locations and in different formats. This presents serious limitations for state-wide evaluation because a comparable state-wide data base cannot be obtained under current practices. In the interests of future evaluation efforts, this chapter presents a series of recommendations for development of a management information system that can support program planning, monitoring and evaluation. At a minimum, this system should satisfy the State's management decision-making needs with regard to key elements of population needs, program design and results, as well as program administration. It should also ensure that a comparable data base is maintained at the local level for more in-depth analysis on an as needed basis.

Our discussion of the recommended MIS is organized into two parts, including MIS attributes and data report and maintenance requirements.

1. Management information system data should be consistent, complete, comprehensive, uniform and timely.

Study results indicate that many districts do not have data recorded in such a way that it is easily accessible. Some basic information such as the rate of transition for bilingual education students is not always recorded. Consequently, it is difficult to estimate an over-all transition rate for the State. In order to assure that the information system is functional for a wide variety of users, the data collected and maintained should have the following attributes:

- comprehensiveness and consistency of information
- completeness and accuracy of information
- uniformity in information definition and classification
- timeliness of information

a. Comprehensiveness and consistency of information

The data gathered should be comprehensive in nature. It should be based on a plan for its utilization and consist of a spectrum variables that will provide sufficient information about the program. Variables such as program size, length, characteristics and outcome should be included. Others would derive from an assessment of the administrative and instructional decisions which have to be made and the delineation of types of information needed in order to make the decisions. Moreover, the system should be flexible to allow adaptation for future needs. The categories of information to be collected and maintained should be consistent among the various sources. For example, for each district, the same set of information pertaining to program design, administration and outcome should be gathered at both the school and district levels. Certain school and district personnel should be designated as data sources from whom this information would be collected if regular reporting is required. Personnel with responsibility for development of the data base should be designated in each district and then trained in data presentation to assure consistent data among the districts.

b. Completeness and accuracy of information

The usefullness of data is dependent on the degree of thoroughness with which information is recorded. For example, study experience showed that program entry and exit dates are only haphazardly recorded by many downstate districts. For reasons of convenience and speed, data may not be recorded or recorded in an abbreviated manner that cannot easily be decoded by other users. Therefore, the data should be carefully entered to avoid possible omission of key elements or introduction of errors. It is also important to assure that all appropriate information gets recorded. In Chapter V discrepancies between test instruments reported used and those actually found in sampled student records could mean that some administered test results were not recorded. Such omissions make evaluation of the testing program difficult and unreliable.

This attribute should also include a determination of the most appropriate and efficient means of gathering that information as to insure completeness and accuracy.

c. Uniformity of information definition and classification

In addition to completeness, data should be defined uniformly. Each variable identified should have the same meaning for all people involved in the maintenance of the management system. For example, "limited English proficiency" should be defined clearly and concisely by the State of Illinois so that all districts understand implications of such a term and how it should be applied to their students. Another example would be the need for uniformity of definitions; language levels/instructional categories. Without uniform definitions, each district may have its own interpretations of variables and gather different sets of data. There should also be uniformity in classifying information. Sometimes data are grouped to represent location along a continuum. The grouping must be standardized for all districts. For example, the variable, socio-economic status of a district, can be defined in terms of a number of items such as per capita income, percentage of students from low income families, educational attainment and unemployment rate. It is important to note that not only should the same set of information be used to determine the socio-economic status of each district, but also the variable itself could be classified in three or four different ways representing "low", "middle", "upper-middle", and "high" categories. The range established for each category should be clear and mutually exclusive and cover all possible values of the variable. When the districts collect information on this variable, they should adopt the same classification system so that the data will be comparable across the State.

d. Timeliness of information

Data for the management information system should be collected in a timely manner in order to provide for internal consistency and relevancy. Schedules should be established for recording information at the local level on a regular basis and for submission of reports to the State. If October is established as the month in which the Bilingual Census should be conducted, then at the end of every October information on the number of limited English proficiency students, enrollment and transition statistics should be recorded. Adhering to standards of timeliness in entering data assures that the management information system is always up-to-date and provides a data base that is reflective of the current status of the program. Procedures for reporting critical items of information to the State at the end of each semester is recommended.

In summary, a functional management information system must be organized in such a way that input, maintenance, update, retrieval and reporting of information can be conducted on a regular and convenient basis. If the system is maintained over a period of time, it will provide an historical data base for longitudinal state-wide evaluation and comparison among districts.

2. The MIS for the bilingual education program should support critical management decision-making needs at the state level as well as provide for a comparable base of supporting documentation at the local level.

Management decision-making needs at the state level can be supported through development and submission of a preapproval application by local districts for key district and attendance center baseline information and end of semester reporting by districts of selected items of information. These reporting requirements as well as an assessment of the utility and level of difficulty in obtaining the information is shown in Exhibit VI.1

Information to be collected addresses the following categories:

- Program context
- Program design
- Program results
- Program administration
- Classroom staffing characteristics

Information standardly collected by the local districts and submitted to the State of Illinois should be supported by routinely collected data that are maintained at the district and attendance center levels. These data should address program level and individual student data that can be utilized for more in-depth study and as a basis for preparing regular reports for the State.

Data to be routinely maintained at the district and attendance center levels should also address the categories of program administration, design and assessment.

EXHIBIT VI.1

Page 1 of 6

State Level Bilingual Education Information Requirements

Information	Purpose	Source And Method Of Data Collection	Relative Need for Data			Ease of Data Collection		
			1 Critical	2 Useful	3 Limited	1 Available	2 Can Be Available	3 Difficul
I. Program Context A. Size of district and student population	State Analysis of program context as it affects outcomes; estimate of resources required District Annual program planning analysis	IOE research and statistics	X			X		
B. Geographic location		IOE research and statistics	X			X		
C. Socio-economic status		Labor market information at State level						
D. Size of target population and its characteristics 1. Total number of students of non-English background by district and attendance center. 2. Total number of identified students by limited English language proficiency level by district and attendance center. 3. Total number of enrolled students of limited English language proficoency levels by district and attendance center.		Bilingual/ Multilingual Census	X			X		

EXHIBIT VI.1

State Level Bilingual Education Information Requirements

Information	Purpose	Source And Method Of Data Collection	Relative Need for Data			Ease of Data Collection		
			1 Critical	2 Useful	3 Limited	1 Available	2 Can Be Available	3 Difficul
I. Program Context (cont.) E. Mobility of student population and target population		Local statistics		X				X
II. Program Design A. Program funding by Source	State Administration and indicators for analysis of differences in results obtained by size and experience of program.	State Statistics	X			X		
B. Total enrollment by district and attendance center		Preapproval application and semester end reporting by district	X			X		
C. Length of time program has been in operation		Preapproval application	X			X		
D. Entrance and exit criteria by district and attendance center	Major indicator of program design and adequacy of results	Preapproval application and semester end reporting of any change by district	X					X
E. Home languages taught by district and attendance center	Key descriptor for statewide analysis	Preapproval application and semester end reporting of any change by district	X			X		

EXHIBIT VI.1

State Level Bilingual Education Information Requirements

Information	Purpose	Source And Method Of Data Collection	Relative Need for Data			Ease of Data Collection		
			1 Critical	2 Useful	3 Limited	1 Available	2 Can Be Available	3 Difficul
II. Program design (cont.)								
F. Curriculum and teaching schedule by attendance center	Descriptor of compliance with state guidelines	Preapproval application and semester end reporting of any change by district		X			X	
G. Instructional strategy by classroom	Key element of design	Classroom		X				X
H. Program model	Descriptor	Classroom - can be aggregated by attendance center/ district		X		X		
I. Measures of progress 1. Gains in English language proficiency	What measures are used to assess progress for students enrolled?	Preapproval application and any changes in semi-annual reporting by district (differences by attendance center)	X				X	
2. Gains in home language proficiency				X				X
3. Achievement in English by subject area			X				X	
4. Achievement in home language by subject area				X				X

EXHIBIT VI.1

State Level Bilingual Education Information Requirements

Information	Purpose	Source And Method Of Data Collection	Relative Need for Data			Ease of Data Collection		
			1 Critical	2 Useful	3 Limited	1 Available	2 Can Be Available	3 Difficul
II. Program Design (cont.)								
J. Record of Gains 1. Changes in English language proficiency levels	What actual progress for students enrolled is obtained	Preapproval application for previous year by district (differences by attendance center)	X					X
2. Changes in home language proficiency				X				X
3. Changes in achievement by subject in English				X				X
4. Changes in achievement by subject in home language				X				X
III. Program Results A. Overall transition rate (number of students transitioned to all-English classrooms over total enrollments)	Measure of results	District pre-approval application for previous year and end of semester reporting by district and attendance center	X				X	

EXHIBIT VI.1 Page 5 of 6

State Level Bilingual Education Information Requirements

Information	Purpose	Source And Method Of Data Collection	Relative Need for Data			Ease of Data Collection		
			1 Critical	2 Useful	3 Limited	1 Available	2 Can Be Available	3 Difficul
III. Program Results (cont.)	Measure of results							
B. Comparison of achievement in English by subject for students transitioned with achievement English when transitioned		District preapproval application		X				X
IV. Administration								
A. Roles of functions of . Superintendent . Program Director . Principals . Bilingual education teachers . Cooperating teachers . Aides	Descriptor of program process and compliance with state guidelines	District preapproval application		X		X		
B. Description of Program Planning Process				X		X		
C. Role of Parent Advisory Group				X		X		
D. Description of Program Monitoring Process				X		X		
E. Description of Program Evaluation Process			X			X		

EXHIBIT VI.1

State Level Bilingual Education Information Requirements

Information	Purpose	Source And Method Of Data Collection	Relative Need for Data			Ease of Data Collection		
			1 Critical	2 Useful	3 Limited	1 Available	2 Can Be Available	3 Difficul
V. Classroom Staffing Characteristic(s)	Descriptor of program process and compliance with state guidelines	District preapproval application						
A. Bilingual Education Teachers								
. number . years of experience teaching bilingual education . home language . languages taught by subject and grades . certification			X			X		
B. Teacher/aide ration			X			X		

a. Program administration

Elements of this component should be representative of the program's structure. Information on management responsibilities and decision making process are parts of the component. Program personnel roles and their inter-relationships should be clearly stated so that a hierarchical structure can be established. This information should be collected at both district and attendance center levels. When it is complete, it should provide a description of the program's administrative structure.

At the attendance center level, roles of the principal, the bilingual education teachers, cooperating teachers as well as the classroom aides should be clearly defined. The basic data to be collected are as follows:

1. Role of Principal

   o- administrative responsibilities
     - staff recruitment
     - staff monitoring and evaluation
     - monitoring of overall student progress
     - monitoring of student testing
     - keeping enrollment records of bilingual education students

     program responsibilities
     - scheduling of classes
     - contents and subjects to be included in the program

2. Role of Bilingual Education Teacher

   o teaching responsibility
   o coordination with parents in terms of students' academic progress
   o monitoring students' daily progress
   o assessment of students' English proficiency levels
   o administration of school-wide or district-wide tests

3. Role of Cooperating Teacher

   o teaching responsibility
   o maintaining communication with bilingual education teacher
   o monitoring students' daily progress in subject areas

4. Role of Classroom Aides

   o teaching responsibility
   o involvement in classroom activities

At the district level, information on the roles of the Superintendent, Bilingual Education Program Director and parents should be collected.

1. Role of Superintendent

   o liaison with community at large
   o overseeing program administration
   o identification of funding resources
   o supervision of preapproval application

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2. Role of Bilingual Education Program Director

- liaison with bilingual community
- coordination of program activities with the bilingual community
- development of preapproval application
- maintaining records on all identified and enrolled bilingual education students in the district
- staff recruitment
- staff supervision
- program design and supervision

3. Role of Parents

- advisory capacity for bilingual education program
- identification of potential students of limited English proficiency
- informational resource for bilingual education program

b. Program design

Staffing patterns, instructional approaches, and staff qualifications are indicators of the program's design. These elements characterize the program model that each district selects. Information on this component must be complete and accurate so that the program model can be effectively evaluated. Items such as staff's experience in teaching bilingual education, minutes of instruction in home language, subject ereas taught, presence of teacher's aides in the classroom and instruction in English are some of the data elements that contribute to this component.

Exhibits VI.2 and 2A are suggested formats that may be used to present this information for each attendance center. They provide space for a summary description of the design of the bilingual education program and means for updating enrollment data.

Specifically, the attendance center should collect the following information related to program design.

1. Staff Characteristics

- years of experience in bilingual education program
- language taught
- certification
- subject taught
- grades taught
- home language of staff

2. Program Characteristics

- size of program
- length of time program has been in operation
- entrance and exit criteria used
- home language instruction
  - minutes of instruction
  - subjects taught

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- English instruction
    - minutes of instruction
    - subjects taught
- program model used
- presence of classroom aides
- teaching format used

3. Student Characteristics

- distribution of students by English proficiency Levels
- home language background
- cultural groups served/ethnic origin
- age/grade distribution
- length in program before transition
- number of transitioned students
- rate of transition

All of the above information should be aggregated across all attendance centers that have bilingual education programs. This information should provide the district with a detailed picture of the programs and become the basic data source for the Illinois Office of Education.

At the state level, the Department of Planning and Research, Research and Statistics Section, should collect the following data:

1. total number of students of non-English language background.
2. total number of identified students by limited English proficiency levels.
3. total number of enrolled students by limited English proficiency levels.

The IOE Office of Bilingual Education would then have data in the following areas:

1. total number of transitioned students
2. rate of transition
3. number of districts operating bilingual education programs
4. length of time that district programs have been in operation
5. total number of language and cultural groups served
6. breakdowns of language and cultural groups
7. levels of funding
8. size of programs by district
9. program models by district

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c. Program Assessment

Elements such as students' performance in school, achievement test scores and gains in English proficiency are some of the data that would document the impact of the program.

Exhibits VI.3 and 3A are suggested formats for presentation of data about the student's enrolled in the bilingual education program. They provide a historical record of each student's participation in the program including schools attended, years of participation in a bilingual education program and test scores.

The most important element for this component is the student's progress. Three variables could be used as indicators of a program's success:

1. Test scores from language proficiency and achievement tests
   - Gain scores from English proficiency tests on a pre and post test basis will show student's growth in English language skills.
   - Scores on home language proficiency tests will identify student's home language skills.
   - Gain scores on achievement tests will document student's growth in academic skills.
2. Rate of increase in English proficiency Levels
   - Each attendance center should report the number of students by English proficiency Levels at the beginning and end of the school year.
   - The change in number of students by English proficiency Level should be a good indication of a program's intermediate success.
3. Transition rate
   - As discussed in previous sections, the transition rate is a crucial indication of program success. Every attendance center should keep an accurate and up-to-date record on the numbers of students transitioned out of the program.
4. Applicability of MIS

The Management Information System framework recommended here serves a variety of purposes for the transitional bilingual education program in the state of Illinois.

In addition to providing base line data, this MIS would provide, at the state level:

- a systematic and complete profile of the program, state-wide,
- information useful for future comparative studies of different program designs,

- information useful for future comparative studies of different district types,
- information useful for future comparative studies of students from different linguistic backgrounds, and
- information on resource expenditure by program and district types.

At the district level:

- a district profile of the program,
- information on the allocation of resources within district,
- changes in program size and type by attendance center, and
- impacts of different instructional methodologies in different attendance centers.

At the attendance center level:

- a reliable recording system,
- achievement data of students in terms of program impact,
- rates of transition,
- a means of student identification specific to cultural/linguistic groups, and
- comparative statistics on achievement by types of schooling.

EXHIBIT VI.2

Sample Attendance Center Data File

(Front)

Name of Attendance Center____________________ Year__________

FALL SEMESTER

Home Languages	Levels of English Language Proficiency							
	Level I		Level II		Level III		Total Reported	Total Enrolled
	Reported	Enrolled	Reported	Enrolled	Reported	Enrolled		

SPRING SEMESTER

Home Languages	Levels of English Language Proficiency							
	Level I		Level II		Level III		Total Reported	Total Enrolled
	Reported	Enrolled	Reported	Enrolled	Reported	Enrolled		

EXHIBIT VI.2A

Sample Attendance Center
Data File
(Back)

I. BILINGUAL PROGRAM PERSONNEL

	Name	Home Language	Status	Grades Taught
1.				
2.				
3.				
4.				
5.				

II. INSTRUCTIONAL SUMMARY

	Language	Program Model	Instructional Format	Grades Served	Permanent Aid	
					Yes	No
1.						
2.						
3.						
4.						

III. TRANSITIONING OF STUDENTS

		1st SEMESTER	2nd SEMESTER	TOTAL
1.				
	#	____________	____________	__________

2. Transitioned/Enrolled________________ Rate_____________

EXHIBIT VI.3
Sample Bilingual Education Student Data File

Illinois Bilingual Education Student Data File

Name of Student______________________________

Sex______

Date and grade transitioned________________________

As identified by parents, or students
Ethnic Origin (as identified)____________

Date and grade entered bilingual program_________

Date of birth____________

Birth Place______________

Home Language_____________

Home Language Proficiency Level_________

	School(s) Attended	Year	Grade	Enrolled in a Bilingual Program		English Proficiency Level
				Yes	No	
1.						
2.						
3.						
4.						
5.						
6.						
7.						
8.						

Changes in Enrollment Status Year

(i.e. transfer, suspension, repetion, excuse from obligatory attendance, transition to all-English only classroom.)

EXHIBIT VI.3A

Sample Bilingual Student
Data File
(Back)

BILINGUAL EDUCATION STUDENT'S TESTING RECORD

Name of Test	Date Administered	Total Standard Scores	Retest Date	Total Standard Scores	Gain Scores

C. PROGRAM ADMINISTRATION

Administration of the state-funded transitional bilingual education program is a shared responsibility of personnel at the attendance center, district and state levels. While each level has its own distinct and unique functions, the three levels must operate in a coordinated and supportive manner if the program is to be efficiently administered. This section offers recommendations for strengthening program administration at all three levels.

The section presents recommendations for:

- the State, focusing on needs assessment, the preapproval application process, monitoring of program implementation in the districts and the provision of technical assistance;
- the school districts, including development of a Central repository for data, a district level planning committee and monitoring and evaluation of bilingual education teachers; and
- the attendance centers, focusing on input to the district's data base and participation in program planning and evaluation.

1. It is the State's responsibility to establish a framework to guide the planning, operation and evaluation of the transitional bilingual education program.

Although the Illinois transitional bilingual education program is decentralized in its operation, firm direction and support for program planning, operation and evaluation is desirable to help district and attendance center personnel implement an effective program. The results of this study indicate that district and attendance center personnel would welcome state assistance. Chapter III identifies specific areas in which additional state support is desirable.

This section presents recommendations for improving the direction provided by the state to the districts with regard to:

- conduct of an annual needs assessment through the Bilingual Census,
- program planning and the preapproval application,

- monitoring of program implementation,
- provision of technical assistance.

a. Modification of the Bilingual Census to assist in needs assessment

The Bilingual Census can be modified to serve as a valuable tool for the conduct of an annual assessment of the need for bilingual education services in the State. Revisions to the Bilingual Census are recommended to more adequately count all children, define the population in need and students enrolled, strengthen data collection procedures and revise display formats for program planning purposes.

The modification of the Bilingual Census should increase its value for program planning. District personnel should be queried with respect to the most useful formats, for example, displaying the information with district identification numbers that are consistently used throughout program administration.

The timing of the Bilingual Census is a perceived problem indicated by state and district personnel. While the Census might be more reasonably conducted in October, it should continue to be conducted at the time of the Fall Enrollment and the Housing Report. It should be made clear that trend data from the Census, rather than actual numbers will provide more useful information to both State and district personnel for planning purposes. In other words, change in the percentage of students identified over time may provide more accurate projections of enrollment by district for use in planning strategies and resource allocations.

Currently, the Census print out identifies attendance centers with:

- 20 or more students reported through English Proficiency Level IV,
- 20 or more students reported through English Proficiency Level III, and
- 10 through 19 students reported through English Proficiency Level III.

There is no identification of attendance centers with fewer than 10 students enrolled in a bilingual education program. Although the number of programs is likely to be small, IOE may wish to include such centers to reflect an accurate total count.

The data of the Bilingual Census reports should be displayed in a manner that facilitates their use by district and attendance center personnel. Discussions with personnel at these levels are needed to determine the most useful formats. The following exhibits provide examples for IOE to use in such discussions:

- Exhibit VI.3 displays a Bilingual Census Report format that may be completed for an attendance center;
- Exhibit VI.4 displays a Bilingual Census Report format that may be useful at the district level;
- Exhibits VI.5 and VI.6 provide examples of how the information might be displayed in summary form for analytical purposes.

The exhibits are, of course, illustrative examples. The addition of enrolled students as well as "identified students in need" is suggested on the exhibits for planning purposes and to provide a means of more accurately identifying those students in need but not receiving services.

b. Additional assistance in program planning and preparation of the preapproval application

The State is in the process of revising the guidelines for the preapproval applications. Our review of preapproval applications completed in previous years indicates considerable variation among the districts in terms of quality of the content of the application and the completeness of the information contained in the application. Procedures should be implemented to ensure greater consistency among the applications in future submission cycles.

Consistency in the presentation of information can sometimes be facilitated through the use of a handbook and specified formats. The state should consider development of a handbook including an outline of the preapproval application, forms to be included and directions for completion of the preapproval applications.

Development of such a handbook requires a review of what information state personnel need to:

- support funding decisions,

Date____________________

District Name____________________

District ID#____________________

Attendance Center Name______________

Attendance Center ID#______________

EXHIBIT VI.3

Sampled Attendance Center Level Report Format

Number of Students In Each Home Language by English Proficiency Level

Home Language(s) of Students Enrolled at the Attendance Center	Level I		Level II		Level III		Level IV		Total	
	# Reported	# Enrolled	# Reported	# Enrolled	# Reported	# Enrolled	# Reported	# Enrolled	# Reported	# Enrolled

Date____________________

District Name____________________

District ID #____________________

EXHIBIT VI.4

Sample Format for District Level Report

Number of Children in Each Home Language and English Proficiency Level

Name and ID # of Attendance Center	Home Language(s) of Children Enrolled at the Attendance Center	Level I		Level II		Level III		Level IV		Total	
		# Reported	# Enrolled	# Reported	# Enrolled	# Reported	# Enrolled	# Reported	# Enrolled	# Reported	# Enrolled

EXHIBIT VI.5

Sample Format for Number of Attendance Centers Identifying Students in Need of Bilingual Education by District and Language

SCHOOL DISTRICT (REGION, COUNTY, SCHOOL DISTRICT)	LANGUAGE	ATTENDANCE CENTERS IDENTIFYING 20 OR MORE STUDENTS IN NEED (LEVELS I-IV)	ATTENDANCE CENTERS IDENTIFYING 10-19 STUDENTS IN NEED (LEVELS I-IV)	ATTENDANCE CENTERS IDENTIFYING 1-9 STUDENTS IN NEED (LEVELS I-IV)

EXHIBIT VI.6

Sample Format for Reporting Need for Bilingual Education by District and Language

DISTRICT	IF IN NEED OF BILINGUAL EDUCATION (LEVELS I-IV)		ENROLLED IN BILINGUAL EDUCATION (LEVELS I-IV)		UNMET NEEDS (IN NEED - ENROLLED)	
LANGUAGE	%	#	#	% of all identified	#	% of identified students not enrolled

- monitor program implementation, and
- evaluate the transitional bilingual education program.

The information already requested for FY 1980 concerns personnel, budgets, transition data, identifying information and a program summary. We suggest that additional information is needed primarily to support monitoring and evaluation functions. This information may be presented in the form of a program description that includes the following:

- Statement of Need including contextual data about the district's socio-economic status, characteristics of the population, projected population in need of bilingual education;
- Program Goals and Objectives including the relationship of district goals to state level goals and the objectives the district expects to use to measure progress toward goal attainment;
- Design of the Program including instructional formats and program model by attendance center, entrance and exit criteria, minutes of instruction by subject and language used, use of teacher aides, teacher characteristics;
- Evaluation of the Program including quantified results from testing of students, results of other evaluation studies conducted, and plans for future testing and evaluation.

The proposed handbook might contain a detailed outline of the program description and appropriate forms for summarizing descriptive data. Once these guidelines have been developed, it is recommended that the State conduct seminars to train district personnel in the development of the preapproval application. Our review of preapproval applications submitted in prior years indicates that district officials might benefit from training in such areas as:

- an overview of the plan development process,
- program goals and objectives and how to express them,
- how to interpret and present test results, and
- how to design and conduct an evaluation study.

Districts should be informed that receipt of funding is dependent upon completion of the entire preapproval application. State officials should be available to assist any district that encounters difficulty in completing it.

c. Monitoring of administrative and programmatic aspects of the program

A detailed monitoring program has been developed by the State to assure the districts' compliance with regulations governing the operation of the transitional bilingual education program. This program, at the time of data collection for this study, is only in the initial stages of implementation. It requires three on site visits during the course of the year to verify that districts are in compliance. It is recommended that the focus of the monitoring visits be expanded to include programmatic as well as administrative concerns. It is further suggested that the on-site visits adapt a planned versus actual orientation that would provide the State with current information about program design and implementation. Chapter III presents a set of checklists to be used by monitors during their on-site visits. It is suggested that monitors also hold discussions with the Bilingual Program Director and attendance center personnel involved in planning and implementing the district's transitional bilingual education program. These discussions should focus on changes implemented since submission of the preapproval application and reasons for changes in the program design or operation. Emphasis on identification of problems and possible solutions is suggested, thereby putting the monitor in the role of a technical assistant.

After the site visit, the monitor would prepare a narrative description of how the current program operation differs from the planned program as described in the preapproval application. Reasons for the deviation would be presented. Problems and solutions identified during the discussion with district personnel should also be provided.

d. Provision of technical assistance

As suggested above, district and attendance center officials are looking toward the State for guidance. It is appropriate for the State to serve in a technical assistance capacity to aid districts in the development of preapproval applications, design of the bilingual education program, development of a testing program for bilingual education students, and maintenance of a bilingual education data file.

Monitors may be able to provide limited technical assistance while conducting their on-site visits. More often, they may report the need for technical assistance to IOE officials and assist in locating appropriate sources of assistance. At a minimum, while conducting their on-site visits, monitors could collect information on program success or exemplary approaches which would be disseminated among district and attendance center officials in a systematic way. If a sufficient number of districts request assistance with specific activity, a seminar or conference might be arranged for all interested districts.

Technical assistance requires compilation of a substantial data base upon which to draw. It is recommended that the State begin to accumulate this information through the conduct of state-wide evaluation and special purpose studies described in Section D of this chapter.

2. At a minimum, district level administration should involve data compilation, program planning and evaluation of bilingual education teachers.

This study did not include an analysis of the job specifications for the position of district Bilingual Program Director. Interviews with 22 Program Directors in the sampled districts revealed individual variations in responsibilities that may be the result of personal interests and abilities and/or variations in the district's administrative structure. This study reveals the need for greater consistency across districts in the performance of three administrative functions:

- data compilation,
- program planning, and
- evaluation of bilingual education teachers.

As described in Chapter IV B there is considerable variation in the extent to which district officials compile and maintain data about the bilingual education program. The proposed Management Information System is intended to provide a consistent and complete district level data base for program management. It is recommended that all districts implement this system and establish a centralized repository for this information at the district level.

Centralization of data is important because it identifies a source of information for State and local decision-makers. It is likely that in most districts this responsibility could be assigned to the Bilingual Program Director. In some

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districts there may be a statistical and/or research division that could more appropriately absorb this responsibility.

Planning the district's bilingual education program requires a thorough knowledge of how the program operates at all participating attendance centers. In districts with large programs housed at several attendance centers it is likely that the Bilingual Program Director will need support to effectively plan and manage the district's program and prepare the preapproval application. It is recommended that a district level planning committee be established for this purpose.

The district level planning committee would serve as a forum for communication about the program design, testing and evaluation, curriculum, textbooks and audio-visual materials. Another function of the committee could be to provide assistance in compilation of the data base for the MIS. The committee can provide a means for sharing experiences and expertise that will strengthen the program throughout the district. Besides aiding the district in formulating planning decisions, the delegates would also have the responsibility of communicating policy or program changes and other related information to the bilingual program personnel at his or her attendance center.

The district planning committee should be a working group organized as a task force. The specific functions performed by the committee might vary by district depending on local needs.

Downstate it may be desirable for all schools operating a transitional bilingual education program to be represented on the committee by a bilingual education teacher or the principal. Other members of the committee might include parents, cooperating teachers and appropriate district personnel including the Bilingual Program Director. Ten to 12 people is an ideal size for a group of this nature.

Program Directors in 20 of the sampled districts report participation in the evaluation of bilingual education teachers. This appears to be an appropriate function for Program Directors given their involvement with planning and implementation of the transitional bilingual education program. To the extent that it is not currently the case, it is recommended that all Bilingual Program Directors become involved in the evaluation of bilingual education teachers. This activity should be performed in conjunction with attendance center principals.

3. The attendance center is the key unit for data generation and implementation of the transitional bilingual education program.

In the preceding section a conceptual framework for a Management Information System is presented with components at the State, district, and attendance center level. The attendance center is the key unit from which the data is generated. As such, it is essential that an individual be assigned responsibility for management of the bilingual education record keeping system at each attendance center. This individual should be fully trained in the procedures required for systematic record keeping.

It is further recommended that a schedule be developed for regular updating of the records. The schedule should be consistent with district requirements for current data at specified times during the year. For example, attendance center personnel might want to provide for a record update prior to the Bilingual Census to facilitate generation of the information that is collected on the Bilingual Census. Another possibility for an update on the records could be in late April prior to submission of the preapproval applications.

In order to ensure that records are being accurately and consistently kept, the principal or district program director will need to schedule periodic reviews of the bilingual education records. This is especially important during the early phases of the implementation of the Management Information System.

We have recommended establishment of a district planning committee as a mechanism for delegates from various attendance centers to meet and assess program needs, aid in the implementation of the Bilingual Census and the preparation of the annual preapproval application. Interviews in 22 surveyed districts indicate that a great deal of experience and technical expertise exists with regard to bilingual education at the attendance center level. The planning committee offers a vehicle for incorporating this experience in the district's planning process. To the extent feasible, all attendance centers operating a bilingual education program should be represented on the committee.

D. EVALUATION AND TESTING

This section presents LM&A's recommendations for the future evaluation of the transitional bilingual education program. Our recommendations presume implementation of the recommended Management Information System and suggested changes in administration of the program. This section is divided into the following sections:

- a discussion of an idealized evaluation system;
- a recommended approach to evaluation of the transitional bilingual education program;
- recommendations concerning the use of standardized tests as a component of the evaluation system; and
- first steps to be taken in the analysis of the data produced.

1. Although the standards of an idealized evaluation model cannot be fully met, it is possible to initiate an acceptable evaluation system.

Evaluation of educational programs, including bilingual education programs, has long been discussed by evaluators. These authors have identified key components of an idealized educational evaluation system. This section highlights these key components and summarizes difficulties encountered in meeting these standards.

Evaluation of educational programs has generally followed a goal based model that establishes goals or objectives at the outset of the program. The evaluation then focuses on the progress being made toward the achievement of these goals. Implementation of a goal-based evaluation model is consequently dependent on the existence of measurable goals and/or objectives. Goals and objectives that are outcome oriented more readily lend themselves to measurement.

In addition, there is need for valid and reliable instruments to measure the progress being made. The instruments must meet the standards of:

- validity - the instrument is appropriate and accurately measures what it is supposed to measure; and

- reliability - the instrument will produce consistent results on multiple administrations to the same student.

If progress is to be attributed to the effects of a particular program or treatment, it is important to have longitudinal data to determine:

- status prior to or at the start of the treatment, and
- status during and/or after the treatment.

This can be achieved using several different evaluation models including a before and after design or a time series design. In a before and after design, a group of students is tested before the treatment, the group is then given a particular treatment or service such as a bilingual education program, and the same group of students is tested after the treatment to determine changes. A time series design involves testing of students at specific intervals before and after treatment to distinguish the effects of time and other external influences from the effects of the program.

The use of a control group is another technique for determining whether the changes measured can accurately be attributed to the treatment given. The use of a control group involves:

- selecting two groups of similar students,
- administering the same test to both groups before the treatment,
- treating one of the two groups, and
- testing both groups after treatment to determine differences in results for treated and non-treated students.

To the extent that the two groups were indeed similar before the treatment, differences found between the two groups after the treatment can be attributed to the intervention.

The difficulty in developing an evaluation model for the transitional bilingual education program is that components of the idealized evaluation model cannot be fully realized. While there are written goals for the transitional bilingual education program, there is no agreement that these goals are appropriate. Furthermore, objectives have not been established to indicate what constitutes acceptable progress toward meeting those goals. Some instruments for measuring the progress of bilingual education students exist, but their reliability and validity has not been fully established. As explained in Chapters IV and V of this report, consistent, state-wide longitudinal data concerning the progress of children enrolled in the bilingual education program is not now available. Finally, identification of an appropriate comparison or control group is difficult. Use of children who speak English fluently does not meet the criterion of similar groups. Use of children who do not speak English fluently is not feasible because these children cannot be denied access to bilingual education services simply to serve as a non-treated control group.

Although the standards for an idealized evaluation system cannot be met immediately, it will be possible in coming years to develop an adequate data base for evaluation purposes. The State is currently considering a redefinition of its goals that may result in the development of consensus goals that are measureable. Efforts are being made to develop valid tests for students of limited English proficiency. Once these tests become available, they can be administered at specified intervals to produce a longitudinal data base. The feasibility of using control groups will continue to be a problem, but evaluation designs that meet the other criteria specified above are likely to produce acceptable results.

The remainder of this section will focus on recommendations for an approach to evaluation and will outline steps to be taken to initiate the evaluation process.

2. An evaluation model that is goalbased and emphasizes an analysis the effects of context and design on outcomes is recommended.

A paper prepared for the Illinois Office of Education in 1978 describes a variety of evaluation models that may be applied to an assessment of the

State's bilingual education program.[1] The paper recommends use of a goal based evaluation model in conjunction with a more responsive model. LM&A concurs with the recommendation of a goal based model and suggests that special evaluation studies be conducted to provide additional data.

The goal based evaluation model involves testing of students at specified periods of time to measure progress, or gains made. The results are compared to a set of previously established goals for students' progress to determine whether the program is meeting its goals. This model requires prior specification of all questions to be answered and all variables to be studied. Thus if the goal is for "students to achieve fluency in two languages" then fluency must be defined and tests devised to measure students' fluency. In addition testing will need to occur at regular intervals to determine whether progress is being made.

The 19 questions posed by the Illinois Office of Education indicate that State officials are interested in obtaining data concerning the effect of the transitioned bilingual education program on the students' behavior and progress. Thus the evaluation must focus on the following questions:

- Do students in the program make gains in English language skills?
- Do students in the program make gains in mathematics and other subject areas?
- How long do students remain in the program?
- Are students who have been transitioned prepared to achieve at a rate commensurate with their age, grade level and ability?

The data we are suggesting as input to the Management Information System (MIS) will provide a sound basis for answering these questions.

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[1] Joel Walter, Carmen Coballes Vega, Orestes Crespo. Designs and Guidelines for the Evaluation of State Bilingual Programs; 1978.

Educators have posed a variety of important questions about factors that affect the progress of children enrolled in the bilingual education program. These types of questions require detailed analysis of data concerning the characteristics of the students enrolled in the program and the design of the bilingual education program itself that can best be obtained through single purpose studies. The term "special study" is being used to refer to detailed analysis of data designed to answer a particular question. Each study would be conducted once using data obtained from observation, interviews, student records and a review of the literature. The one time nature of the study is in contrast to the annual goal-based evaluation designed to measure gains.

Special studies are recommended to increase the State's knowledge about bilingual education and to enhance the State's ability to provide technical assistance to the districts. Results of these studies may 1) serve at input for the revision of the goals to take into account uncontrollable factors operating in the districts and 2) may be used to revise the program design.

Special studies should be conducted in a sample of bilingual education classrooms in Illinois. Sampling is recommended because of the quantity and detail of information needed for these studies. A well designed sampling plan can produce reliable results without imposing excessive reporting requirements on all districts that operate a bilingual education program. A number of suggested areas for special study are presented later on in this chapter.

We recommend that this evaluation be conducted at the state level using data from the districts that operate a state-funded transitional bilingual education program. It is only at the state level that sufficient data are available to provide meaningful results and to justify the effort required for this type of evaluation.

3. The use of standardized tests over a period of several years is required to produce the data for a goal based evaluation model.

At the present time a large number of tests are administered to bilingual education students in Illinois for a variety of different purposes.

Consequently there is no basis for comparing student's gains across districts. The frequency of "one-shot" testing means that longitudinal data to support measurement of gains over time is limited. We recommend that the State provide guidance and structure to the districts operating the transitional bilingual education program to begin development of a consistent state-wide, longitudinal data base. This includes:

- identification of key areas for testing,
- specification of appropriate testing instruments,
- requiring of testing at designated and consistent times, and
- consistent recording of test results in an assessible form.

a. Key areas for testing

If the goals of the transitional bilingual education program continue to focus on the achievement of fluency and literacy in two languages and achievement commensurate with the student's age, grade level and ability, then effectiveness of the program would be measured in terms of:

- attainment of English proficiency,
- maintenance and/or improvement of skills in the home language, and,
- achievement or gains in such cognitive areas as mathematics, science, social studies and reading, and in affected growth.

To the extent that growth in self-esteem continues to be a priority goal, the measurement of students' self-esteem would also be appropriate.

It is important that the state of the art be considered in recommending key areas for testing. Thus while it may be desirable to measure English proficiency, home language proficiency, cognitive achievement and changes in self-esteem, measurement can only be conducted in those areas for which valid and reliable instruments are available.

A further consideration in selecting key areas for testing is the cost and feasibility of implementing the suggested testing program. The testing program should not impose an excessive burden on the districts in terms of the time required to administer the tests. Personnel in the districts should be able to administer the tests. The children in the bilingual education program should not be singled out as a group to be tested with substantially greater frequency than other children enrolled in district schools.

Given the state of the art and the limitations imposed by cost and feasibility considerations, it is recommended that students in the bilingual education program be tested in English proficiency and achievement in reading and mathematics. It is LM&A's belief that no appropriate tests exist at this time for measuring the progress of limited English proficiency students in social studies and science. We have also found that tests of self-esteem for limited English proficiency students have not been sufficiently validated to justify implementation of a state-wide testing program in this area. While state of the art considerations prohibit implementation of testing in these areas at the current time, cost and feasibility considerations would still need need to be assessed before state-wide testing in these areas could be implemented in the future.

b. Specification of appropriate testing instruments

As noted in Chapter V, the selection of specific tests and procedures has usually been left to the local education agencies. However, school staff personnel in the sampled districts indicate their uncertainty about the adequacy of many of the tests in current use with students in bilingual education programs. The school staff respondents also express a desire for advice and direction in the selection of more appropriate tests.

It was previously reported that several states have developed lists of acceptable tests as assessment instruments to be used with students of Limited English Proficiency (LEP). It is LM&A's recommendation that Illinois develop a similar list of recommended tests for use in determining English language proficiency, and achievement in reading and mathematics. This list would present a minimum of four tests to be used by the local districts, without substitution or exchange. In addition to these four required tests, the local districts would have the option of using any other tests or instruments they felt were also suited to their needs. In effect, local school districts would be required to administer the approved tests for specified purposes. Local school districts may also, at their own discretion, administer additional tests not on the required list. However, substitutions for the required tests should not be allowed because of the need to develop a standardized, compatible procedure which will facilitate and enhance the development of a systematic state-wide data base.

In the selection of the tests, the following criteria should be met:

- the tests are capable of measuring gains on a continuum.
- the tests are valid and reliable.(The test must be judged valid and reliable for children of limited English speaking proficiency.)
- established criteria for children of limited English language proficiency.

Testing is a means, not an end. The critical quesion is "What is the role of testing in the educational and program evaluation processes? What types of information are needed in both processes?"

In this case, the point of testing is to provide information that will be used by teachers and administrators to make instructional decisions on the one hand, and program changes on the other, as well as other decisions.

The testing process must take into consideration the following dimensions:

- Content Validity
- Appropriateness to Examinees
- Administrative Usability
- Technical Measurement Excellence (Reliability, Norms)

The critical variables in test selection for bilingual students are item type and appropriateness of cultural linguistic content for the particular population involved. It must also be kept in mind that although an instrument or test may be inappropriate at a given point in time, it may be quite appropriate at another time. For example: a test may be inappropriate for a child who has recently arrived from another country, but once acculturation occurs and English language skills are acquired, the test may be appropriate.

When it comes to test selection, the following has to occur:

- A uniform set of criteria for test selection has to be developed, as well as a uniform training process for their use and administration.
- A thorough and proper analysis of the program's testing needs.
- The instructional and administrative decisions which have to be made and the types of information needed in order to make the decisions have to be delineated.
- A determination of the most appropriate and efficient means of gathering that information must be made.
- A plan has to be developed for the utilization of that information for purposes of decision making.

It follows, then, that a uniform process of test selection must be established, and that a set of criteria be developed and adopted.

It is our recommendation that there be a state-wide minimum set of criteria for entrance and exit into and from bilingual programs. Local school districts may expand on these but may not reduce them.

Initial entry and exit are both types of placement decisions, involving a determination of the status of the limited English proficiency student with respect to the demands which will be made of that student in the educational program. An assumption is also made that the program will accommodate the student. The placement process involves two basic analyses: that of student background, and that of the program and the student's status relative to the program.

Placement or entry into a bilingual program must follow these criteria:

- The student's native language is not English
- A review of the student's background and past records, if available
- An interview for screening purposes, so as to obtain basic information which may be indicative of the student's limited English-speaking ability.

In order to determine whether the student is of limited English proficiency, it is our recommendation that Language Measurements and Assessment Inventory be used. This test will indicate whether the student is or is not of limtited English proficiency.

In addition, the child's native language proficiency must also be determined, as well as academic achievement in the native language, if appropriate tests are available. The test results will yield information with respect to the skills and content knowledge the student already has. It is important to test for what the student knows, regardless of the language in which it is expressed.

Exit is also a placement decision which occurs at the end of the student's tenure. It should not be considered an automatic process, but should, rather, be effected as meticulously as the initial entry placement. Through the exit decision, the student will be removed from the bilingual program and placed in the "regular" or monolingual English language program of academic instruction. It will also yield a determination of grade placement and a determination regarding the curriculum sequences provided to the student, as well as the point at which the student will enter the sequence.

The following assessments will be crucial in the exit process:

- The student's level of achievement in the content and skill areas (both through the native language and English).
- The student's ability to function in learning situations which employ English and the student's native language.
- The student's capability to learn in the monolingual English classroom.

Achievement testing must be conducted at the end of the first year, preferably in the child's native language in addition to English, to monitor the child's progress. It will also serve to confirm whether the student has, in fact, acquired certain academic skills. The achievement test administered in English ought to be the same which is administered to monolingual English students enrolled in the regular program. The purpose in using standardized achievement tests in the child's native language and in English is to help pinpoint his/her areas of strenght, and his/her achievement in the content and skill areas. For Spanish-speaking students, the Comprehensive Test of Bais Skills (CTBS) is recommended.

The following Exit criteria ought to be considered:

- Teacher recommendations for Exit.
- Administration of the LM&AI to determine if the student has reached the Fluent English Speaker level of proficiency.
- Standardized test scores in at least the 40 percentile (this figure may be lowered or raised as the State sees appropriate). Ideally, the achievement test administered will be the same one for all of the local school districts, for example: the Comprehensive Test of Basic Skills, the Metropolitan Achievement Test, or the Stanford Achievement Tests. However, although not all local school districts may use the same achievement tests, the use of percentiles will enable a comparison. It is LM&A's recommendation that a composite 40th percentile be used as criteria, with Composit Verbal not less than 30th percentile.

In addition, to assess more fully the level of English language proficiency, the following tests are recommended for use as part of the proposed battery:

- Basic Inventory of Natural Language (BINL)
- Language Assessment Scales (LAS): 2 levels - Elementary and Secondary
- Bilingual Syntax Measure (BSM): Elementary and High School versions

The recommended tests to measure achievement in Spanish for Spanish-speaking students are:

- California Achievement Test (CAT)
- Comprehensive Test of Basic Skills (CTBS)
- System for Objective Based Evaluation of Reading (SOBER)
- Pruebas de Lectura (Interamerican Series)

Educators have expressed a need to evaluate the bilingual education program both in terms of its effect on cognitive gains and English proficiency, Questions relating to gains in achievement and English proficiency cannot be answered state-wide until an adequate data base exists. If the recommendations in this chapter are implemented, partial data for analysis will be available when testing has been conducted for two years. It is possible, however, to begin this analysis immediately in those districts that have an on-going testing program. A suggested plan for analysis of data from the Chicago bilingual education program is presented in Appendix E.

In addition educators have posed questions about factors that might affect students' behavior and progress including:

- To what extent does home language proficiency affect a student's gains in English language skills?
- To what extent does English language proficiency affect a student's gains in academic subjects?
- To what degree does age at entry to the program affect a student's gains in English?
- To what degree does age at entry to the program affect a student's gains in academic subjects?
- What effect, if any, does the district's socio-economic status have on the student's achievement?
- Can any teacher characteristics be correlated with student achievement?
- Does the presence of teacher aides improve students' performance?
- Can small group and individualized instructional formats be correlated with improved student performance?
- Does enrollment in the bilingual education program affect students' self-esteem?

These questions address the effect of context and design variables on performance and can most readily be answered through the format of a special study.

It is recommended that at least one special study be conducted during the 1979-80 academic year. The list of potential questions for study is extensive and priorities of investigation need to be established. The suggested state level advisory committee may be an appropriate body to establish these priorities. It is recommended that the committee consider assigning first priority to a study concerning design variables that can be correlated with improved performance. A study of this issue would provide results that could aid districts in program design.

The selection of classrooms for the study sample should ensure that classrooms reflective of all the following arrangements are included:

Instructional Formats	Classrooms with teacher aide(s)	Classrooms without teacher aide(s)
Emphasis on total class instruction	X	X
Emphasis on small group instruction	X	X
Emphasis on individualized instruction	X	X
Emphasis on small group and individualized instruction combined	X	X

Student records and particularly test scores for the students enrolled in these classrooms will be needed to test the relationship of instructional variables to students' achievement. Data should be examined only for those students who were enrolled in the classroom throughout the entire academic year to reduce the number of factors other than instructional format that may have affected the students' achievement.

To increase the reliability of the findings, it might be possible to match students in classrooms with different instructional formats on the basis of age, number of years in the bilingual education program, and pre-test scores in English proficiency and academic achievement. This analysis would most clearly identify any differences that can be attributed to instructional format. The feasibility of matching students requires additional investigation during the design of this study.

This chapter has presented recommendations for improving the management of the Illinois state funded transitional bilingual education program. If implemented, these recommendations will provide a sound basis for decision-makers concerned with planning, operating and evaluating the program.

APPENDICES

L. Miranda and Associates

APPENDIX A

LIST OF PANEL ADVISORS

APPENDIX A

ADVISORY PANEL MEMBERS

The Honorable Arthur L. Berman
Ms. Maria Cerda
The Honorable Elmer W. Conti
The Honorable Jack D. Davis
Mr. Morris Inouye
Mr. James Jepsen
The Honorable Roman Kosinski
Mr. John Lowey
The Honorable William A. Marovitz
Ms. Elena Mulcahy
Ms. Lee Mydill
Ms. Kay Navarro
Dr. Bill Rice
Dr. Herb Walberg
Dr. Joel Walters

APPENDIX B

LIST OF SAMPLED ATTENDANCE CENTERS IN DOWNSTATE SCHOOL DISTRICTS

APPENDIX B

SAMPLED ATTENDANCE CENTERS IN DOWNSTATE SCHOOL DISTRICTS

REGION A

Urbana 116

Martin Luther King Elementary School

Danville 118

East Park Junior High School
Northeast Elementary School

Pontiac C.C. 429

Central Elementary School

Bloomington 87

Irving Elementary School

Onarga

Onarga Grade School

APPENDIX B

SAMPLED ATTENDANCE CENTERS IN DOWNSTATE SCHOOL DISTRICTS

REGION B

Elgin

- Elgin High School
- Central Elementary School
- Lord's Elementary School

East Aurora Unit 131

- Aurora East High School
- C.F. Simmons Junior High School
- L.D. Brady Elementary School

Rockford 205

- West Senior High School
- Flinn Middle School
- Whitehead Elementary School
- Gregory Elementary School

Rochelle 231

- Central Elementary School
- Lincoln Elementary School
- Rochelle Junior High School

Rock Island 41

- Lincoln Elementary

APPENDIX B

SAMPLED ATTENDANCE CENTERS IN DOWNSTATE SCHOOL DISTRICTS

REGION C

Community Consolidated 59

- Albert Einstein Elementary School
- Friendship Junior High School
- John Jay Elementary School

Crete-Monee C.U. 201-U

- Talala Elementary School
- Balmoral Elementary School

Streator Elementary District 45

- Sherman Elementary School

Community High School

- Eisenhower High School (Campus)
- Eisenhower High School (Main Building)

Blue Island 130

- Lincoln Elementary School
- Everett F. Kerr Junior High School
- Sanders Elementary School

Plano C.U. 88

- P.H. Miller Elementary School

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APPENDIX B

SAMPLED ATTENDANCE CENTERS IN DOWNSTATE SCHOOL DISTRICTS

REGION D

West Chicago 33

- West Chicago Junior High School
- Lincoln Elementary School
- Turner Elementary School

Palatine C.C. 15

- Sandburg Junior High School
- Willow Bend Elementary School
- Kimball Hill Elementary School

Wheeling C.C. 21

- R.L. Stevenson Elementary School
- Oliver Holmes Junior High School
- Walt Whitman Elementary School

Marengo 140

- Locust Elementary School
- Washington Elementary School

Waukegan C.U. 60

- Waukegan East High School
- North Elementary School
- Webster Junior High School

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APPENDIX B

SAMPLED ATTENDANCE CENTERS IN CHICAGO

1. Bowen High School
2. Drummond Elementary School
3. Juarez High School
4. Jungman Elementary School
5. Kelvyn Park High School
6. Kosciuszko Elementary School
7. Mozart Elementary School
8. Newberry Elementary School
9. Piccolo Elementary School
10. Pullman Elementary School
11. Seward Elementary School
12. Skinner Elementary School
13. Trumbull Elementary School
14. Von Humboldt Elementary School
15. Whittier Elementary School

L. Miranda and Associates, Inc.

APPENDIX C

DATA COLLECTION AGENDA AND TRAINING MATERIALS

IMPACT STUDY OF THE ILLINOIS TRANSITIONAL BILINGUAL EDUCATION PROGRAM

Training Agenda

March 16, 1979

9:00 - 9:30	Overview of the Project
9:30 - 10:00	General Interviewing Procedures
10:00 - 10:15	Coffee Break
10:15 - 11:00	District Level Data Collection Procedures
11:00 - 12:00	Attendance Center Level Data Collection Procedures
12:00 - 1:00	Lunch
1:00 - 1:30	Helful Hints for Interviewing
1:30 - 2:15	What to do If...
2:15 - 2:30	Coffee Break
2:30 - 3:15	Administrative Matters
3:15 - 3:45	Questions and Answers
3:45 - 5:00	Distribution of Materials, Travel Arrangements, Scheduling

DATA COLLECTORS' TRAINING

I. Overview of This Project

A. Project Description

L. Miranda and Associates had been contracted by the Illinois Office of Education to conduct an evaluation of the state-funded transitional bilingaul education program. The project involves:

- Design of an evaluation system
- Field test of the system through collection of data concerning operation of the program in 1976-77, 1977-78, 1978-79.
- Analysis of data and evaluation of the program as it has operated since 1976-77

B. The State Transitional Bilingual Education Law

The emphasis of this study is on the state-funded bilingual education program that was first adopted in 1973. This law required all school districts with attendance centers with 20 or more children of limited English speaking proficiency who share a common home language to provide a program of transitional bilingual education. Programs were to be established, with state financial assistance, by July 1, 1976. Key elements of the program include:

- Provision of instruction in all courses or subjects required by law or by the district
- Emphasis on transition to an English speaking classroom as soon as the student can perform in such an environment with an effort to achieve transiton within three years
- Integration with English speaking peers in regular classes in subjects for which verbalization is not essential to an understanding of the subject
- Annual examination of the English proficiency of students enrolled in the program
- Establishment of a district level Parent Advisory Committee.

C. The Data Collection Process

The data collection process we have developed has three major components:

- analysis of computer tapes containing records for students enrolled in the transitional bilingual education program in Chicago
- document review to obtain socio-economic and demographic data for each sample district

- On-site data collection at a sample of school districts throughout the state

You will be involved in the on-site data collection in 21 downstate school districts and/or the City of Chicago. A purposive sample was drawn to assure representation of districts

- In all counties that had districts with transitional bilingual education programs
- With varying levels of enrollment in bilingual education
- Of urban, surburban and rural character
- With students of differing home languages
- That were feeder or provider districts.

The system stresses document review and on-site data collection to obtain consistent and comparable data throughout the State. We are conducting the document review using tabular formats for evaluation of socio-economic data for all sampled districts. On-site data collection involves interviews at the district level and in two-three schools in the district. On-site data collection includes:

- District level
  - Briefing and short interview with district Superintendent
  - Interview with transitional Bilingual Education Program Director.
  - Meeting with parents
- Attendance center level
  - Interview with principal
  - Interview with bilingual education teacher
  - Questionnaire for cooperating teachers
  - Review of records for a sample of students formerly and currently enrolled in the transitional bilingual education program
  - Observation of a bilingual education class.

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DISTRICT LEVEL DATA COLLECTION PROCEDURES

Five activities will occur at the district level:

1. Briefing and interview with district Superintendent
2. Interview with the Bilingual Program Director
3. Drawing a random sample of bilingual education student names for review of records
4. Meeting with parents (or telephoning them)
5. Exit interview

A. BRIEFING AND INTERVIEW WITH DISTRICT SUPERINTENDENT

This should be a brief session, approximately 20 minutes in length. Its purpose is to introduce the study to the Superintendent and obtain his/her perceptions of the program. Briefly describe who will be interviewed and give the Superintendent a copy of all the data collection instruments. Assure the Superintendent that names of individuals and schools will be kept confidential. Information in the final report will be presented in summary, aggregated format. Try to conduct this session at 8:00 or 8:30 a.m. on the first morning in the district.

B. INTERVIEW WITH BILINGUAL EDUCATION PROGRAM DIRECTOR

The Program Director is a major source of information and is probably also the individual responsible for making the data collection arrangements in the district. Before beginning the interview:

- Introduce yourself and the company you represent.
- Confirm all arrangements for your visit in the district; make any additional arrangements as necessary.
- Obtain, if available, a list of names of students enrolled in transitional bilingual education classes at the attendance centers to be visited.
- Find out whether students cumulative records are maintained at the attendance centers or in the district office.
- Review procedures for the on-site data collection:
  - Purpose of your visit.
  - Who will be interviewed.
  - Confidentiality of all names.

In conducting the interview, you may find it helpful for one member of the team to take the lead in posing questions while the other data collector has lead responsibility for taking notes. This interview will require about 1½ hours to complete. It is important to set a comfortable tone, but try to avoid lengthy digressions so all the necessary information can be collected in the time available. If the Program Director is unable to answer certain questions and identifies another individual in the district office who would have this information, check with that person to get the necessary data. Additional suggestions for conducting the interview are:

- Probe for answers when the first answer seems incomplete or does not cover all the information you need.
- It may be helpful to show the respondent the grids when posing questions 11, 14-17, and 19-23.

When concluding the interview:

- Be sure all additional arrangements are complete.
- Obtain addresses and telephone numbers for the schools to be visited, names of principals, directions to the schools.
- Thank him/her for the time spent on the interview.
- Schedule an exit interview for around 4:00 p.m. on the following afternoon.
- Check with additional district personnel for data not available from program director; indicate source of information on the instrument when you include the additional information.

C. DRAWING A RANDOM SAMPLE AND DEVELOPING A LIST OF BILINGUAL STUDENT NAMES FOR EACH ATTENDANCE CENTER TO BE VISITED

You will be reviewing a sample of student cumulative records in each attendance center visited. If cumulative records are kept in the district office, the review can be scheduled for late the first afternoon. If the records are kept at the attendance center, the actual review will take place as part of the school level data collection. It is important to identify in advance the names of the students whose records you wish to see; this will facilitate pulling the records when you get to the attendance center. This procedure will only be possible, however, if the district office has a list of names of all the students enrolled in the bilingual education program at the attendance centers to be visited.

In order to develop a bilingual student list for each attendance center to be visited, you will need to familiarize yourself with the random number table. This random number table will be used to select two numbers for each attendance center. Please complete the selection for each attendance center separately.

In the following paragraphs, the procedure for selecting the two numbers is explained. One of the numbers represents the sampling interval which will allow you to select every nth student. The second number will tell you where to start the count on the bilingual student list for each attendance center.

Selecting Two Numbers from the Random Number Table

- First, use the random number table to identify the sampling interval by closing your eyes and pointing to a number on either page of the random number table
    - If the school has fewer than 50 students in the transitional bilingual education program, select a one digit number for the sampling interval.
    - If the school has more than 50 students in a bilingual education program, identify an interval of 2 digits between 10 and 25.
    - Write down on a piece of paper the number you have selected for the sampling interval.
- Next, use the random number table to identify the number for the first record for starting the count.
    - Close your eyes and point to a one-digit number on either page of the random number table.
    - This is the nth record in and is the first name for counting the interval.
    - Write down on a piece of paper the number you have selected.

Developing the Attendance Center List for Bilingual Student Record Review

Once you have selected two random numbers, you are ready to identify students for record review at the attendance center.

A total of 10 names should be identified: 7 students currently enrolled in the transitional bilingual education program and 3 who have been transitioned to an all English classroom.

- If the district office does not have the names of the transitioned students, select those names when you reach the school.
- If there are no transitioned students, review only the records of 7 currently enrolled students.
- If there are fewer than 7 currently enrolled students or 3 transitioned students, review all records and do not select a random sample.

Procedures to be used in selecting the bilingual student names include the following:

- Using the number you have selected as your starting point on the bilingual student list, select every nth bilingual education student using the number you have selected as your sampling interval. Start the count from the top of the list of names in some cases and from the bottom of the list of names in other cases.

- If you reach the end of the list and have not drawn a complete sample (7 currently enrolled or 3 transitioned) continue the count starting at the beginning of the list. Repeat as often as necessary to obtain the required number of names.

After the selection process is completed, write down the names of the attendance center and the names of the bilingual students whose records you wish to review. Then, repeat this procedure for the two remaining schools.

D. MEETING WITH PARENTS

Program directors have been asked to arrange a meeting with 3 to 6 parents of students enrolled in the bilingual education program to obtain the parents' views of the program. This meeting may be scheduled during the first morning or in the evening. The meeting should take 30-60 minutes, although it may take longer if scheduled in the evening.

The schedule for the meeting should allow time to:

- Give parents a chance to feel comfortable (5-10 minute warm-up)
- Describe purpose of the meeting (5 minutes)
- Discuss the questions (20 - 40 minutes)
- Summarize comments made (5 minutes)
- Thank parents for attending (2 minutes)

The summary should review the main themes of the discussion to verify that all concerns have been accurately noted. You should offer no judgments of your own.

In concluding the meeting:

- It may be helpful to assign one member of the data collection team to lead the discussion while the other team member takes notes and clarifies points raised.
- Establish an informal, conversational tone.
- Assure confidentiality of all information.
- Be sure to cover all the questions on the interview guide.

E. EXIT INTERVIEW

Arrange a brief meeting with the Bilingual Program Director to be held after all on-site data collection has been completed. The purposes of this interview are:

- Clarifications
- To thank the program director for his/her help

The exit interview should cover similarities and differences among attendance centers visited, discrepancies, if found, between what the Program Director has said and what was found in the attendance center and any unresolved questions. No judgments about the quality of the program, attendance centers, or staff should be offered.

Table I. Table of Random Numbers*

Row	Column Number 00000 01234	00000 56789	11111 01234	11111 56789	22222 01234	22222 56789	33333 01234	33333 56789
				1st Thousand				
00	23157	54859	01837	25993	76249	70886	95230	36744
01	05545	55043	10537	43508	90611	83744	10962	21343
02	14871	60350	32404	36223	50051	00322	11543	80834
03	38976	74951	94051	75853	78805	90194	32428	71695
04	97312	61718	99755	30870	94251	25841	54882	10513
05	11742	69381	44339	30872	32797	33118	22647	06850
06	43361	28859	11016	45623	93009	00499	43640	74036
07	93806	20478	38268	04491	55751	18932	58475	52571
08	49540	13181	08429	84187	69538	29661	77738	09527
09	36768	72633	37948	21569	41959	68670	45274	83880
10	07092	52392	24627	12067	06558	45344	67338	45320
11	43310	01081	44863	80307	52555	16148	89742	94647
12	61570	06360	06173	63775	63148	95123	35017	46993
13	31352	83799	10779	18941	31579	76448	62584	86919
14	57048	86526	27795	93692	90529	56546	35065	32254
15	09243	44200	68721	07137	30729	75756	09298	27650
16	97957	35018	40894	88329	52230	82521	22532	61587
17	93732	59570	43781	98885	56671	66826	95996	44569
18	72621	11225	00922	68264	35666	59434	71687	58167
19	61020	74418	45371	20794	95917	37866	99536	19378
20	97839	85474	33055	91718	45473	54144	22034	23000
21	89160	97192	22232	90637	35055	45489	88438	16361
22	25966	88220	62871	79265	02823	52862	84919	54883
23	81443	31719	05049	54806	74690	07567	65017	16543
24	11322	54931	42362	34386	08624	97687	46245	23245

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* Table I is reproduced from M. G. Kendall and B. B. Smith. Randomness and random sampling numbers. *Journal of the Royal Statistical Society*, 101 (1938), 147-166, by permission of the Royal Statistics Society.

SCHOOL LEVEL DATA COLLECTION PROCEDURES

Procedures to be used at the attendance center level include interviewing the principal, interviewing one bilingual teacher; distributing questionnaires to at least 2 (no more than 4) subject matter teachers; examining records of 7 students enrolled in bilingual education and 3 transitioned students; and conducting a bilingual education classroom observation. A total of 5 instruments will be used to collect school data: (1) Principal Interview Guide, (2) Bilingual Classroom Observation Form, (3) Bilingual Teacher Interview Guide, (4) Bilingual Student Record Checklist, and (5) Cooperating Teacher Questionnaire.

For each of the above, the team members should decide in advance who will be administering each instrument. Only one instrument will be administered jointly, the Principal Interview Guide. The Bilingual Classroom Observation and then the Bilingual Teacher Interview Guide should be administered by one team member while the other data collector examines the student records and arranges for distribution and pick-up of the Cooperating Teacher Questionnaires.

A. PRINCIPAL INTERVIEW

Scheduling

For larger districts with three schools to be visited, the team should arrange to interview the principals of two schools on Day 1. It is envisioned that one principal interview will take place between 11 - 1:00 p.m, and the second between 3:30 and 4:00 p.m. This will allow for more time and greater flexibility on Day 2. The third principal interview should take place no later than 1:00 p.m. on Day 2. Arrangements for all principal interviews should be made through the Bilingual Program Director's office.

For districts with only two schools to be visited, one principal would be interviewed early in the afternoon of Day 1 and the second principal early in the morning of Day 2.

Duties of the Team Members During the Principal Interview

The principal interview should take place in the principal's office, with only the two team members in attendance. The tone of the interview should be cordial, and the length of time should not extend beyond one hour.

Each team member will play a role during the interview. For the team member who has been designated as interviewer, the following duties should be strcitly adhered to:

1. Introduction of team members to principal
2. Maintain the pace of the interview
3. Maintain the continuity of the interview
4. Thank principal for his/her time

and schedule an exit session to take place after all data have been collected.

The major responsibilities of the second team member will be twofold:

1. At the beginning of the interview session, to clarify arrangements for interviewing a bilingual teacher, distributing questionnaires to subject matter teachers, examining student records and conducting a classroom observation.

2. During the interview session, to transcribe the principal's answers to the questions and to probe or ask for clarifications when necessary.

It is envisioned that while the principal's interview is taking place, his/her secretary will be arranging for sessions with teachers, a classroom to be observed, and pulling the designated student records.

End Principal Interview; Team Divides for Completion of School Data Collection Activities

If one team member is not fully fluent in the home language of the students whose classroom will be observed, he or she should review the bilingual student records. If neither team member is fluent in the same language as that of the students, the team member who is most fully bilingual should visit the classroom.

One team member should conduct a bilingual classroom observation and then interview the bilingual teacher whose class was just observed. In cases where a departmentalized model is in effect, it may be possible to interview the bilingual teacher during a subsequent free period. However, the pre-test results showed that most bilingual teachers had to be pulled out of their classrooms after the observation in order to complete the interview. This should be arranged in advance with the school principal.

B. CONDUCTING THE BILINGUAL CLASSROOM OBSERVATION

When possible, request to see a bilingual education classroom taught by a bilingual language arts teacher. This is because the bilingual education teacher guide is comprehensive and asks questions a language arts teacher is best prepared to answer such as:

- Gains in English language arts

- Gains in all major subject areas

- English language proficiency levels

- The transition process in effect at the school

Remember that the bilingual teacher you will interview is tied to the bilingual classroom you observe. If there is a problem in observing the bilingual education classroom originally scheduled, ask whether different arrangements can be made. For example, if the timing would make completion of the data collection impossible, see whether another classroom could be observed at a more convenient time.

Procedures to be Used in the Classroom:

Enter the classroom as unobtrusively as possible and take a seat at the back or side of the classroom. If you can start the classroom observation at precisely the beginning of the classroom period, allow 10 minutes of warm up for you, the teacher and the students before you begin to write. However, in case you enter the classroom 10-15 minutes after it has begun, take a seat and immediately begin to write down what is taking place.

The Bilingual Education Classroom Observation Form

The observation form should be completed in two parts:

- Question 1, to be completed at 10-minute intervals
- Questions 2 - 8, to be completed after the observation period

This will reduce the amount of writing done while in the classroom.

Question 1 requires that 3 separate observations be taken at 10-minutes intervals. Write down what is happening at the time of the observation. Include a description of the teaching format, subjects and activities, and language(s) being used.

Complete questions 2 - 7 on the basis of what was observed during the entire 30 minutes spent in the classroom. Question 8 provides space to include any additional pertinent information about the classroom in terms of interactions among students or between teachers and students, classroom arrangements and materials used. Provide factual information only; no judgments should be offered. Do not repeat information presented elsewhere on the form.

After the observation, leave the classroom unobtrusively and complete questions 2 - 8. Results of the observation should not be discussed with the teacher except to clarify any discrepancies between what the teacher says is done and what you saw happening. Do not offer judgments about the teacher's effectiveness, ability, etc. The individual who conducted the observation should also interview the bilingual education teacher.

C. BILINGUAL TEACHER INTERVIEW

The bilingual teacher should be interviewed by the team member following the classroom observation, preferably in a private room or office. At the beginning of the interview, introduce yourself, briefly describe the goals of the study and then give the name of the firm responsible for the data collection: L. Miranda & Associates. It is important to assure the bilingual teacher of the confidentiality of his/her answers.

The Bilingual Teacher Interview Guide

The bilingual teacher interview guide has been organized into the following sections:

- General information
- Entrance and exit criteria

- Transition process
- Minutes of instruction and length of time in program
- Testing procedures
- Gains in English
- Gains in subject areas
- Self-esteem and attendance
- Communication

Where there are definitions and grids to be filled out, it may be helpful to show the teacher the definitions so she can accurately help you fill out the grid. You should complete other sections yourself, based on the teacher's responses. The purpose of the guide is to learn as much as possible about how the transitional bilingual education program operates in this classroom. Include as much information as possible; this means that "don't know" or "can't say" are valid responses and should be recorded. Do not erase an answer, simply cross out and write the new answer in, noting M.E. (my error) or R.E. (respondent's error).

D. COOPERATING TEACHER QUESTIONNAIRES

This questionnaire should be given to teachers who conduct classes in English but contain:

- Students who attend transitional bilingual education classes at other times during the day or,
- Students who were formerly enrolled in a bilingual education program but have now been fully transitioned to an all-English classroom

It is important to include teachers who have both types of students to obtain information about both the effects of enrollment in bilingual education classes and the effects of the transition process. Ask the principal to identify appropriate teachers (2 - 4), who would be knowledgeable about the bilingual student's progress.

Identify where the teachers can be found and personnally hand them a copy of the questionnaire. Briefly explain what the project is about and why you need their help. Ask if they have any questions about completing the form and leave it with them. Arrange a time and place to pick up the form about an hour later. Explain that Question 3 should be answered for each class they teach. High school and junior high school teachers may have several classes; they should identify them by period.

When you pick up the form, scan the responses. Be sure all questions are answered and answers are clear. Check with teacher if some answers are omitted or need clarification. See whether they had any problems or need help answering particular questions.

E. REVIEW OF STUDENT RECORDS

Present the list of names of students whose records you wish to see to the principal and ask him/her to arrange to have the records pulled. You are interested in records for the years 1976-77, 1977-78, and 1978-79, reflecting

- enrollment in attendance centers
- attendance records
- final grades
- aptitude, achievement, language proficiency, and self-concept test scores.

Generally, the cumulative record will contain all of the above information.

If you did not have a list of names for transitioned students, request a list from the principal and use the random selection procedures identified in the district level instructions to select 3 students' names.

Include as much of the information requested on the Bilingual Student Record Checklist as is available from the records. If information is not available, please note this fact as "NA".

When showing test scores, select the scores that:

- Indicate student performance in comparison to graded norms
- Are composites of individual components; e.g.: total math rather than math computation, math concepts and math problem solving

For grades in subject areas, include grades in all subject areas shown. If subjects are titled differently, or other major subjects shown, use the additional spaces for these grades. Show the letter or number grades used by the school and use the key contained on the checklist form to indicate how those grades are defined.

If your right to review student records is questioned, indicate that the study and all procedures have been authorized by IOE. Show a copy of Dr. Cronin's letter of November 21, 1978. Assure the confidentiality of all names and identifying information. Try to overcome their concerns, but do not force the issue.

It will take about 10 minutes to review each record and you will be reviewing 10 student records. You will need to be efficient to complete this work and collect the cooperating teacher questionnaires in the time available.

APPENDIX D

DATA COLLECTION INSTRUMENTS

ILLINOIS OFFICE OF EDUCATION
TRANSITIONAL BILINGUAL EDUCATION PROGRAM

Instrument: District Superintendent

Name of Respondent: ____________________

Position of Respondent: ____________________

School District: ____________________

Attendance Center: ____________________

Date: ____________________

Data Collector: ____________________

Coder: ____________________

DISTRICT SUPERINTENDENT

Introduce the purpose of the study. Explain what you will be doing and the scope of your visit. Briefly describe the results that can be expected from the study. Provide an overview of the instruments that will be used and give the superintendent a copy of each instrument. Assure the confidentiality of all information.

1. What is the total number of people residing in this school district?

2. Would you characterize the district as predominantly

   a. ___ Urban

   b. ___ Suburban

   c. ___ Rural?

3. What is the ethnic composition of the students in the school district?

   a. % White ________

   b. % Black ________

   c. % Hispanic _____

   d. % Other ________ (specify)

4. What is the total number of students enrolled in the school district?

5. Of those enrolled, what proportion remain in the district through all grades K-8? (may be 9-12, if it is a high school district)

6. To what extent is there a need for a state-funded transitional bilingual education program in this district?

7. What do you perceive as the role of the state-funded transitional bilingual education program in your district?

8. How is the program managed?

9. How effective has the transitional bilingual education program been in meeting the needs of the limited English proficiency students in this district?

   a. Strengths

   b. Weaknesses

   c. Recommended Actions

ILLINOIS OFFICE OF EDUCATION
TRANSITIONAL BILINGUAL EDUCATION PROGRAM

Instrument: Bilingual Program Director Interview Guide

Name of Respondent: ______________________

Position of Respondent: ______________________

School District: ______________________

Attendance Center: ______________________

Date: ______________________

Data Collector: ______________________

Coder: ______________________

BILINGUAL PROGRAM DIRECTOR INTERVIEW GUIDE

1. How long has the bilingual education program been in operation in your school district?

2. How many students are/were enrolled in your district in

   a. 1976-77 ____________

   b. 1977-78 ____________

   c. 1978-79 ____________

3. How many children are/were identified on the Bilingual Census as being of limited English proficiency in this district in

   a. 1976-77 ____________

   b. 1977-78 ____________

   c. 1978-79 ____________

4. How many students are/were enrolled in the bilingual education program in your district in

   a. 1976-77 ____________

   b. 1977-78 ____________

   c. 1978-79 ____________

5. What is the role of the district program director in the transitional bilingual education program? What major functions/activities do you perform?

6. Please describe procedures for planning and managing the transitional bilingual education program in your district in terms of the following:

    a. Preparation of the preapproval application

    b. Recording and maintaining enrollment and test data

    c. Monitoring student progress and achievement

    d. Monitoring teacher performance

7. What information is available from your office concerning

    a. Program enrollment and termination dates

    b. Student test results

    c. Student grades

7. (cont.)

d. Program design

e. Program evaluation results

f. Other (specify)

8. Does the district employ any district-wide guidelines regarding entrance of limited English proficiency students into the transitional bilingual education program?

Yes____ No _____

If yes, describe.

9. Does the district employ any district-wide guidelines regarding exit from the transitional bilingual education program and entry into classrooms in which instruction is provided only in English?

Yes ______ No ______

10. Use the chart on the next page to identify the tests that are administered to bilingual education students to measure:

    - Achievement
    - Aptitude
    - Language proficiency
    - Self-concept

    For each test administered, identify:

    - Its purpose
    - Frequency of administration
    - Length of time in use

Test	Purpose	Frequency of Administration	Length of Time in Use	Assessment of Reliability & Validity

12. Ideally, what recommendations would you offer for tests that could be used to measure achievement, student progress and program effectiveness for the transitional bilingual education program?

13. Have district-wide criteria been established for measuring the progress of transitional bilingual education students in terms of:

    - age
    - grade level
    - ability?

    Yes______ No_____

    If yes, describe.

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Use the following definitions to answer questions14 - 17.

excellent progress:	will be able to be transitioned in less than three years
good progress:	will be able to be transitioned after three years of bilingual education
some progress:	will be able to be transitioned, but likely to require more than three years
little or no progress:	transitioning will be difficult and may never occur

From your observation of students enrolled in the bilingual program, to what degree are they making gains in:

	Excell.	Good	Some	Little	No Response
14. understanding the spoken English language					
15. speaking English					
16. reading English					
17. writing English					

18. What are the major factors influencing the degree to which gains are made in the four areas cited above?

Use the following definitions to answer questions 19 - 23.

very good progress:	above or commensurate with their age, grade level and ability
good progress:	less than one year below their age, grade level and ability
fair progress:	one to three years below their age, grade level and ability
poor progress:	more than three years below their age, grade level and ability

From your observation of students enrolled in the bilingual education program, how would you describe their status in the following subject areas:

	Subject	very good	good	fair	poor	no response
19.	Mathematics					
20.	Social Studies					
21.	Science					
22.	Language Arts in English					
23.	Language Arts in Home Language					

24. What are the major factors influencing the status of students enrolled in the bilingual education program in each of the subject areas cited above?

25. On the average, how long do students remain in the transitional bilingual education program?

26. What factors influence length of time in the program?

27. How many students transitioned from bilingual education programs to all-English programs in each of the following years?

1976-77 ______________________________

1977-78 ______________________________

1978-79 ______________________________

28. In general, to what extent are students who have been transitioned from bilingual classes to all-English classes prepared to achieve at a level commensurate with their age, grade level and ability in the following areas:

a. Language Arts in English

b. Language Arts in Home Language

c. Mathematics

d. Social Studies

e. Science

29. What factors influence the extent to which students are prepared to achieve at a level commensurate with their age, grade level and ability?

30. How does the district define self-esteem within the context of the transitional bilingual education program?

31. Based upon observation and test results (if available), what is the effect of enrollment in the bilingual education program on a student's self esteem?

32. Based upon your observation and test results (if available), what happens to a student's self esteem after transition to an all-English program?

33. What, in general, has been the effect of enrollment in a transitional bilingual education program on class attendance?

34. What percentage of the parents of students in the transitional bilingual education program participate in the following activities?

a. Meeting with teachers ________

b. Attending PTA meetings _______

c. Attending classroom activities_____________

d. Attending school social activities_______

e. Attending Bilingual Parent Advisory Committee Meetings______

35. What effect has parental involvement/input had on the transitional bilingual education program?

36. How are teachers recruited for the transitional bilingual education program?

37. What hiring requirements have been established concerning:

    a. Certification

    b. English proficiency

    c. Home language proficiency

    d. Other (specify)

38. The state-funded transitional bilingual education program has been in operation since 1976. Do you believe the program has been in existence long enough to have developed information for evaluation purposes?

ILLINOIS OFFICE OF EDUCATION
TRANSITIONAL BILINGUAL EDUCATION PROGRAM

Instrument: Parent Group Interview Guide

Name of Respondent: OMIT

Position of Respondent: OMIT

School District:

Attendance Center:

Date:

Data Collector:

Coder:

PARENT GROUP INTERVIEW GUIDE

(ENCUESTA DE LOS PADRES DE FAMILIA)

1. How many children do you have enrolled in the bilingual program?

   a. What are their ages?

   b. Which language do they speak most frequently at home with their parents?

   c. Which language do they speak most frequently with their brothers and sisters?

¿Cuántos niños tiene Ud. que asisten a las clases bilingües?

   a. ¿Cuáles son sus edades?

   b. ¿Qué idioma hablan con más frecuencia en la casa con sus padres?

   c. ¿Con sus hermanos?

2. From your point of view, why do your children need to attend bilingual classes?

   Segun su punto de vista, ¿Cuál es la necesidad por la cual sus niños asisten a estas clases bilingües?

3. What are the factors about the program that most help your children to learn? (e.g., teachers, books, opportunity to talk with fellow students in their home language)

¿Cuáles son los factores del programa que más ayudan a sus niños aprender? (e.g., maestros, libros, oportunidad de hablar con los compañeros en su propia idioma)

4. How frequently are you invited to attend bilingual parent meetings?

¿Con cuanta frecuencia le invitan a Ud. asistir a las reuniones bilingües de los padres de familia?

5. Do you attend these meetings always, or only every so often?

   a. What are these meetings about?

¿Asiste Ud. a estas reuniones siempre, o solamente de vez en cuando?

   a. ¿De qué tratan estas reuniones?

6. How are your children progressing in school?

   ¿Cómo progresan sus niños en la escuela?

7. From your children's point of view, what are the things about the bilingual program that they like most?
   Desde el punto de vista de sus niños, ¿Cuáles son los factores del programa bilingüe que más les gustan?

   a. What are the things they like least?

   a. ¿Cuáles son los factores que menos les gustan?

8. Do you have any suggestions for the school that would improve the children's learning?
   ¿Tiene Ud alguna sugerencia para mejorar el aprendizaje de los niños en la escuela?

   a. That would improve the children's self-esteem?

   a. ¿Para mejorar sus opiniones de si mismos?

ILLINOIS OFFICE OF EDUCATION
TRANSITIONAL BILINGUAL EDUCATION PROGRAM

Instrument: School Principal

Name of Respondent: ____________________

Position of Respondent: ____________________

School District: ____________________

Attendance Center: ____________________

Date: ____________________

Data Collector: ____________________

Coder: ____________________

PRINCIPAL INTERVIEW

Describe data collection procedures you will be using in the school and make arrangements for all interviews, distribution of questionnaires and identification of requested student records. Assure the confidentiality of all the information you will be collecting.

1. What is the role of the state-funded transitionalbilingual education program in your school and how is the program managed?

2. What is your assessment of the program's effectiveness in meeting the needs of the limited English proficiency students in your school?

   a. Strengths of the program

   b. Weakness of the program

   c. Recommendations for action

3. Has the presence of a transitional bilingual education program in your school had any effect on the total school environment?

   Yes____ No____

   If yes, describe.

4. How long has the transitional bilingual education program been in operation in your school?

5. What is/was the total student enrollment in the school in the following years?

a. 1976-77 ______________

b. 1977-78 ______________

c. 1978-79 ______________

6. Of this enrollment, how may were identified on the Bilingual Census as being of limited English proficiency in each year?

a. 1976-77 ______________

b. 1977-78 ______________

c. 1978-79 ______________

7. How many students are/were enrolled in the transitional bilingual education program in the following years?

a. 1976-77 ______________

b. 1977-78 ______________

c. 1978-79 ______________

8. Is the following information available in your office for students in the transitional bilingual education program?

a. Program enrollment and termination dates

b. Student test results

c. Program design

d. Results of previous evaluations of the program

e. Other (please specify)

f. None

9. What tests are administered to students to measure:

- Achievement
- Aptitude
- Language proficiency
- Self-concept

For each test administered, identify:

- Its purpose
- Frequency of administration
- Length of time in use
- Whether it is administered to children in the transitional bilingual education program

(Record responses on the chart on the next page)

Test	Purpose	Frequency of Administration	Length of time in use	Used for Trans. Biling. Ed. Students	Assessment of Reliability & Validit

11. Ideally, what recommendations would you offer in terms of tests that could be used to measure achievement, student progress and program effectiveness for the transitional bilingual education program?

12. Does the school employ any school-wide guidelines regarding entrance of limited English proficiency students into the transitional bilingual education program?

Yes _____ No ______

If yes, describe.

13. Does the school employ any school-wide guidelines regarding exit of students from the transitional bilingual education program and entry into classrooms in which instruction is only in English?

Yes _____No ____

If yes, describe.

14. Has the district provided any criteria for measuring the progress of bilingual education students in terms of:

- age
- grade level
- ability

Yes________ No_________

If yes, describe.

15. Is there a committee or another mechanism for integrating the transitional bilingual education curriculum with the all-English curriculum?

    Yes ______ No______

    If yes, describe.

16. How many clock hours of instruction are required per day for all students by subject?

17. How does the transitional bilingual education curriculum parallel/differ from the all-English curriculum?

18. Are there any special text books or educational materials in use in the transitional bilingual education program?

19. To what extent does the school library contain materials for students in the transitional bilingual education program?

20. Are any parents used as teacher aides in the transitional bilingual education program?

21. Do all or most teachers in the school receive in-service training concerning the native culture(s) of the limited English proficiency students?

22. Does the attendance of students enrolled in the transitional bilingual education program differ from the attendance of others in the general student population in your school?

Yes____________ No__________

If yes, please describe the differences.

ILLINOIS OFFICE OF EDUCATION
TRANSITIONAL BILINGUAL EDUCATION PROGRAM

Instrument: Bilingual Teacher Interview

Name of Respondent: ____________________

Position of Respondent: ____________________

School District: ____________________

Attendance Center: ____________________

Date: ____________________

Data Collector: ____________________

Coder: ____________________

BILINGUAL TEACHER INTERVIEW

GENERAL

1. How long have you been teaching in the bilingual education program in this district?

2. What is the home language of the students you teach?

3. Which of the following subjects do you teach to bilingual students? (Check as many as apply)

_____Language Arts in Home Language

_____Language Arts in English

_____ESL

_____Mathematics

_____Science

_____Social Studies

_____Music, Art

_____Other

4. How many students do you have at each English language proficiency level for the observed class? All your classes?

	Observed Class	All Classes
a. # of students at Level I		
b. # of students at Level II		
c. # of students at Level III		
d. # of students at Level IV		

(for Chicago only)

e. Students in:

Level A _____________

Level B _____________

Level C _____________

Level D _____________

f. How do these categories relate to state levels I-IV?

5. How would you characterize the instructional strategies used in your classroom? (Please include theprogram model you use, teaching format, and use of English and the students' home language.)

6. Please indicate the entrance criteria your school uses to identify appropriate students for the bilingual program. (check as many as apply)

   a. _____Teacher-made tests (specify)

   b. ____ School or district tests (specify)

   c. ____ Bilingual teacher's judgement

   d. ____ Referral by other (non-bilingual teacher)

   e. ____ Other (specify)

7. How do you decide when a student is ready for transition to an all-English instructional program?

TRANSITION

8. What steps is a bilingual education student likely to pass through as he is transitioned into an all-English program in this school?

9. How many students have been, or will be, transitioned from your bilingual classes to all-English programs this year and the past two years?

a. During or at the end of 1979 ____________

b. During or at the end of 1978 ____________

c. During or at the end of 1977 ____________

MINUTES OF INSTRUCTION, LENGTH OF TIME IN PROGRAM

10. Please describe the number of minutes of instruction by subject area that your bilingual education students receive daily.

	SUBJECT	AVERAGE MINUTES DAILY
a.	# minutes in home language in:	
	Reading and Language Arts in Home Language	
	Mathematics	
	Social Studies	
	Science	
	Other (specify)	
b.	minutes of instruction daily in English in:	
	English Language Arts	
	ESL	
	Other	

11. For students beginning at Level I English language proficiency, how long, on the average, do your students remain in the transitional bilingual education program?

12. What factors affect the length of time a student would normally stay in the transitional bilingual education program?

TESTS

13. Please identify the tests (other than teacher-made tests) that are used to measure the achievement, aptitude, English, home language proficiency, and self-concept of your students.

	Provide the following information for each test administered		
Test's Name	Function	Frequency of Administration	Length of Time in Use

14. Please refer to the definitions below to answer the next questions regarding gains in English. If you have students grouped by high, medium and low achievement, please answer for the students in the medium group.

Use the following definitions:

excellent progress:	will be able to be transitioned in less than three years.
good progress:	will be able to be transitioned after three years of bilingual education.
some progress:	will be able to be transitioned, but likely to require more than three years
little or no progress:	transitioning will be difficult and may never occur.

From your observation of students enrolled in the transitional bilingual program, to what degree are they making gains in:

		Excell.	Good	Some	Little or None
a.	Understanding spoken English language				
b.	Speaking English				
c.	Reading English				
d.	Writing English				

15. Do you feel home language proficiency affects gains in English language proficiency?

Yes _______ No ________ Don't Know _______

If Yes or No, please explain how home language proficiency affects or does not affect gains in English.

GAINS IN SUBJECT AREAS

16. Please refer to this next set of definitions to answer questions concerning the progress of your bilingual students in subject areas. Again, please refer to those students grouped in medium or average achievement levels.

Excellent:	above or commensurate with age, grade level and ability
Good Progress:	less than one year below age, grade level and ability
Some Progress:	one to three years below age, grade level and ability
Little or No Progress:	more than three years below age, grade level and ability

From your observation of students enrolled in the transitional bilingual program, how would you describe their status in the following subject areas:

		Excell.	Good	Some	Little or None
a.	Language Arts in Home Language				
b.	Language Arts in English				
c.	Mathematics				
d.	Social Studies				
e.	Science				

17. What factors do you think influence the status of your bilingual students in the subjects just described?

(For downstate districts only)

18. Have school-wide criteria been established for bilingual students concerning expected achievement levels by age, grade level or ability?

Yes______ No ______

If so for any of the above criteria, please describe.

SELF-ESTEEM, ATTENDANCE

19. How do you define "self-esteem" as it relates to your bilingual education students?

20. Based on your observation and/or test results, what is the effect of participation in the bilingual education program on the students' self-esteem?

21. What, in general, has been the effect of participation in the transitional bilingual education program on a student's attendance?

COMMUNICATIONS

22. What percentage of the parents of students enrolled in the transitional bilingual education program participate in the following on a regular basis?

	Activity	Percentage
a.	Meeting with teachers	
b.	Attend PTA meetings	
c.	Attend classroom activities	
d.	Attend school social activities	
e.	Attend parent advisory committee meetings	

23. If students enrolled in your class are also in an all-English class for some subjects, describe any contact you have with the cooperating teacher.

24. If students who were in your class have been transitioned to an all-English class, did you have any contacts with the receiving teacher to ensure a successful transition?

ILLINOIS OFFICE OF EDUCATION
TRANSITIONAL BILINGUAL EDUCATION PROGRAM

Instrument: Cooperating Teachers

Name of Respondent: ____________________

Position of Respondent: ____________________

School District: ____________________

Attendance Center: ____________________

Date: ____________________

Data Collector: ____________________

Coder: ____________________

COOPERATING TEACHER QUESTIONNAIRE

1. Subject(s) you teach

2. Grade(s) you teach

3. Number of students taught who are currently enrolled or were formerly enrolled in a bilingual education program.

Class	# Currently Enrolled in Trans. Bilingual Ed.	# Formerly Enrolled in Trans. Bilingual Ed.

4. To what extent is the achievement of students currently enrolled in a bilingual education program commensurate with their age, grade and ability? (Check one)

a.__ All, or almost all, are on a commensurate level.

b.__ Some are on a commensurate level.

c.__ Few are on a commensurate level.

d.__ Almost none, or none, are on a commensurate level.

5. To what do you attribute this level of performance?

6. If students enrolled in your class are also enrolled in a bilingual education class, describe any regular contact with the cooperating bilingual education teacher.

7. If students enrolled in your class have been transitioned from bilingual education, did you have any contacts with the sending teacher to ensure a successful transition?

   Yes____ No____

   If yes, please describe.

8. Once a student is transferred to your class, is any action taken to maintain that student's home language abilities and fluency?

9. From your observation, what happens to a student's self-esteem after transition to an all-English program?

10. What effect, if any, does transition to an all English program have on the student's attendance?

ILLINOIS OFFICE OF EDUCATION
TRANSITIONAL BILINGUAL EDUCATION PROGRAM

School District: Bilingual Classroom Observation Form

Attendance Center: ______________________

Date: ______________________

Data Collector: ______________________

Coder: ______________________

Number of Students ________

Grouping (if any) ________

L. Miranda and Associates, Inc.

BILINGUAL EDUCATION CLASSROOM OBSERVATION FORM

Grade: ____________________	Date: ____________________
Subject: ____________________	Time Observation Began: ______
# of Students ________________	Time Observation Ended: ______
Language Used: ______________	Elapsed Time: ______________

After entering the classroom, allow 5 to 10 minutes for the teacher and class to get adjusted to you. This is a naturalistic observation; remain as unobtrusive as possible and do not interact with either teacher or students. The observation period is 30 minutes; note the time that actual observation begins and ends. With the exception of Question 1., this form should be filled out at the end of the observation period.

1. Interval observations

Classroom Activities - 3 ten-minute intervals(Note the teaching format used and the classroom activities taking place at 10-minute intervals.)

Examples of Teaching Format - total class, small groups, individual work

Examples of Activities - lecture, open discussion, class exercise test, experiment

Time	Teaching Format	Subject/Activities	Language Used
1st 10-mins.			
2nd 10-mins.			
3rd 10-mins.			

2. Identify the percent of time the teacher and teacher aide (if any) spent in speaking in each language.

	English		Home Language	
	Teacher	Aide	Teacher	Aide
0 - 19%				
20 - 39%				
40 - 59%				
60 - 79%				
80 - 100%				

3. Identify the percent of time the students spent speaking in each language to the teacher and aide (if any).

	English		Home Language	
	Teacher	Aide	Teacher	Aide
0 - 19%				
20 - 39%				
40 - 59%				
60 - 79%				
80 - 100%				

4. Check all the instructional tools, materials and resources that were used during the observation period.

____ Audio-visual aids

____ Stories, anecdotes

____Student participation in lessons

____Workbooks, variety of books

____ Visits from community members, parents

Special Projects ______

Other (specify) ______

5. Do pictures, clippings, articles or displays reflect the cultural background of the students?

Yes________ No________

6. Are efforts made to incorporate special holidays, cultures and customs into the classroom?

Yes_____ No______

7. When the teacher or aide asks a question, what percentage of the class volunteers?

	Teacher	Aide
Over half the class		
Half the class		
Less than half the class		
Very few or none		

8. Narrative of overall classroom methodology, atmosphere, teacher and student characteristics.

Please describe your perception of what is taking place in this transitional bilingual education classroom. Include descriptions of interactions between students, teacher and aide, materials used, classroom arrangements and other information not contained in previous sections.

ILLINOIS OFFICE OF EDUCATION
TRANSITIONAL BILINGUAL EDUCATION PROGRAM

Instrument: Bilingual Student Record Checklist

Name of Student: ______

Age: ______

Grade: ______

Sex: ______

Attendance Center: ______

District: ______

Currently Enrolled: ______

Transitioned Out: ______

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BILINGUAL STUDENT RECORD CHECKLIST

1. When was the student first enrolled at this attendance center? (If before September, 1976, go on to question 4)

2. If student was enrolled at this school after September, 1976, what other schools have been attended since the fall of 1976? (List all schools attended and dates)

3. Was the student enrolled in a transitional bilingual education program at any of these schools? If yes, which schools?

4. For the following school years, indicate the number of days the student has been absent from school.

1976-77	1977-78	1978-79

5. When was the student enrolled in the transitional bilingual education program in this school?

Enrollment began ______________________________

For those transitioned, date enrollment terminated ______________

6. For the school years shown below, indicate the student's final grade in each subject.

	1976-77	1977-78	1978-79
Reading English			
Writing English			
Math			
Science			
Social Studies			

Key: Indicate definition of each grade

Grade	Definition

Indicate whether grades represent:

achievement in home language _____

achievement in English _____

achievement in English and Home Language combined _____

7. Use the chart below to indicate test, date of test, and test results for all tests administered to the student in home language or English to measure:

- Achievement
- Aptitude
- Languague Proficiency
- Self-concept

Name of Test	Date Administered	Results

APPENDIX E

DISTRICT NARRATIVES

(Districts A through V)

DISTRICT A

A. Context

District A is a large suburban high school District with a medium socio-economic status. Its population has increased 22% from 117,000 in 1970 to approximately 150,000 in 1978. Despite its growth over the past decade, the community is quite stable. The 1970 census shows that over 50% of the population remained in the same residence since 1965 and the District reports that 90% of the enrolled students stay in the school district from kindergarten to 8th grade. Recent District enrollment statistics show a total of 7,300 students with the ethnic composition of 80.3% White, 15.5 % Black and 2.6% Hispanic. The bilingual education program which has been in operation for five years is classified as a medium size program that serves approximately one hundred Spanish speaking students. The program is operating in two secondary attendance centers with both State and local funds. Its funding level is approximately $75,000/year with the State contributing 54% of the total funds.

The District Program Director as well as the principals and bilingual education teachers from two secondary attendance centers were interviewed for this study. In addition, sampled student records for 14 currently enrolled students and four transitioned students were examined. Classrooms in each of the attendance centers were also observed. Exhibit A.1 gives the distribution of English language proficiency for the students in each of the observed classrooms as well as all classes taught by the two observed bilingual education teachers. As can be seen from the exhibit, all the students observed at attendance center 01 were at Level IV and types observed at attendance center 02 were all at Level I.

B. Design/Process

District A's bilingual education program is administered by the Bilingual Program Director under the supervision of the District Superintendent. The Program Director is also the Assistant Superintendent in charge of instruction and curriculum. Responsibilities of the Director include the overall design and implementation of the bilingual education program. A bilingual coordinator is responsible for the day to day administration of the program including: administering standardized tests, assessing student progress, preparing the preapproval application, maintaining enrollment statistics and overseeing teachers' performance. In addition, he maintains liaison with the Parent Advisory Committee and provides inservice training workshops for those who are involved in the bilingual education program. At the local level, the principals are responsible for assessing the students' progress and determining their educational needs. They also monitor the teachers' performance through classroom visits and informal meetings.

The District has not established formal entrance criteria for the bilingual education program. However, interviews with the Program Director, the principals and the bilingual education teachers do reveal a consistent method of admitting students into the program. The admission decision is based on the following factors.

- English proficiency levels of the bilingual education students
- Interviews with the students and their families
- Teacher-made test results
- Diagnostic test results
- Bilingual education teacher's judgment

After all of the information is collected, the Director determines placement of the students with the bilingual education teachers. Most of the students remain in the program for three years, assuming average ability and entrance at English proficiency Level I. During this period, they receive 50 minutes daily instruction in their home language in language arts. They also study English language arts, history, science and math. As the students' English skills are improved, the teachers use Spanish less frequently. When they reach Level IV English proficiency, the classes are conducted in English exclusively. The process for transitioning students out of the program is similar to the entering one. The students are assessed on the basis of their English proficiency, achievement test scores and classroom teachers' recommendations. The bilingual education teachers also interview the students individually to evaluate their overall academic performance. It is pointed out that the transitioned students are allowed to return to the bilingual education classes if they are having difficulties in keeping up with the all-English class work. In some cases, a special fourth year bilingual class is established for a group of Level IV students to ease their transition process.

As mentioned earlier, the bilingual education program is based on a pull-out model which provides 50 minutes daily instruction in Spanish, in language arts and an equal amount of time in ESL. The approach used in the bilingual classes varies with the students' English language proficiency. In one observed bilingual classroom where all students were of Level IV English proficiency, the teacher and students communicated freely in English. Whereas in a lower level classroom the bilingual education teacher used English to conduct the entire lesson while the students responded in Spanish 60% of the time. In the first classroom, an aide was available to help with the students' work. Although the students were quite capable of understanding English, the aide talked to them in Spanish most of the time. The teaching format employed in both classes was a mixture of large group lecture and small group work. Typically, the teacher started a lesson in lecture form, then the students broke up into small groups to work on special assignments. The teacher and/or the aide circulated among them and gave individual assistance as necessary. For the level IV students, the small group work concentrated on writing skills, whereas the Level I students concentrated in developing oral language skills. The general classroom atmosphere was friendly. The teachers often complimented the students' efforts and encouraged them to press on. In matters not related to school most students communicated in Spanish among themselves, but they always tried to speak English to the teacher. See Exhibit A.2 for the program types of the observed classrooms.

The bilingual education teachers maintain regular contact with other cooperating teachers. They often meet to discuss special problems that students have in a subject area. Sometimes, tests are translated into Spanish so that the students can demonstrate their knowledge more fully. After the students are transitioned out of the program, little contact is maintained between the bilingual education teachers and the receiving teachers.

This is partly due to the fact that the transitioned students are attending a different attendance center.

The bilingual curriculum is developed by the staff and the Program Director. Its content closely parallels the English curriculum with the exception that more attention is given to the individual needs of the students. New teaching methods are usually recommended to the Faculty Committee for Instructional Curriculum for screening. Decisions on the applicability of these methods in the classroom is made by this committee.

The two bilingual education teachers hired for this program are both certified Spanish teachers who have three to five years of experience in bilingual programs. Although the teachers are not necessarily native Spanish speakers, they have to demonstrate sensitivity and familiarity with the cultural background of the students. In addition to possessing professional skills, the teachers have to be able to work beyond the regular school day schedule in order to participate in other community and school related activities which may facilitate communication between the Hispanic community and the schools.

The parents are generally pleased with their children's progress. They feel that the bilingual education program is useful in maintaining their home language and cultures. Most view bilingualism as a positive attribute that will prepare their children for a better future in either the U.S. or Mexico. One parent points out that her child was embarrassed to go to school. Because of her limited English, she was put in a lower grade with students of a younger age group. As a result, the child was often singled out by fellow classmates and could not feel accepted by the group. Parents assert that the bilingual education program serves as a mechanism for integrating the students into the regular classrooms. Parents report that it provides a smooth psychological and academic transition. One area parents indicate needs improvement is the communication with the attendance centers. Most parents do not speak English fluently, and they have difficulty understanding the English school notes that are sent home. In addition their participation in school meetings and social activities is limited because these activities are conducted in English. The recommendation made by the parents is to hire a Spanish counselor who can facilitate the communication process. Limited parental involvement is also noted as a concern at the District level.

C. Outcomes/Results

District A does not have criteria for assessing the bilingual students' progress. All students are expected to perform at grade level and fulfill all of the course requirements before graduating from the attendance centers. District and attendance center personnel indicate that the students have a good understanding of the spoken English language, but they have different perceptions of the students' level of English writing ability, i.e., the bilingual education teachers do not feel that all students can express themselves commensurate with age, grade level and ability in written English. In terms of progress in other subject area, the District rates the students high in all subjects; whereas the bilingual education teachers give lower ratings and indicate that the weakest area is language arts in English. For those students who have transitioned to the all-English program, they are rated by the District as performing at grade level in all subject areas.

Examination of a sample of student records does not show a clear improvement in grades from one year to the next. However, the grades in each subject area for each year tend to gather at the satisfactory level and thus support the assessment that most students are performing at grade level.

The District administers several standard tests annually. Among these are the Stanford Achievement Test, Test of Academic Skills, Diagnostic Test for English Proficiency by McGraw Hill and Prueba de Lectura. The student records show that the most common tests administered to all students are the Stanford Achievement Test, as well as the diagnostic tests.

In addition to questions on academic performance, District and attendance center personnel listed the factors which are important to the students' achievement. Some of the factors cited are: teacher competence, student motivation, amount of formal education received prior to entry to the bilingual education program, and the length of time spent in this country. Generally, the teachers feel that the students are eager to learn and have the ability to perform well. The biggest obstacle, and often a frustrating one, is their lack of English proficiency. In subjects which require less English, the students are doing well. This is especially true in mathematics. All of the teachers interviewed agree that the bilingual education students' basic skills in math are at or above grade levels.

The bilingual education program has some positive effects on the student's self-esteem. As noted by the bilingual education teachers, the bilingual education students have increased their overall participation in school related activities. They seem to have a lot of confidence in doing their school work and do take pride in their achievements. The District also supports these findings and further stresses that a large percentage of the bilingual students do go to college after graduation.

The attendance record of the bilingual education students is generally better than the regular students. The principal of the attendance center cites a 7% absentee rate for the bilingual education student, which is less than half of the absentee rate of the entire student body. The Director point out that as a whole the group is highly motivated to learn and is interested in school.

One attendance center reported transitioning students. Although the number transitioned during 1976-77 was not known, 15 out of 25 were reported transitioned for 1977-78 and 5 out of 22 for 1978-79. The transitioning rate is 60% for 1977-78 and 22.7% for 1978-79.

D. Major Findings

The Bilingual Education Program in District A has been in operation for five years. It is based on a pull-out model that provides 50 minutes daily instruction each in home language arts and English. All interviewed school personnel have a favorable impression of the program. They indicate that the program is effective in meeting the needs of the bilingual education students and in providing a smooth transition to the English program. In addition to improving English and academic skills, the program reportedly creates a positive and supportive environment in which the bilingual education students are valued and accepted by others. It was also reported that the program makes the total student body aware of other cultures and traditions. As a result the students learn to respect each other and share their education and cultural experiences.

In terms of the students' benefits, the parents interviewed do support the assessment made by the District, i.e., their children are making progress in the program. Their area of concern is the communication problem between the District and themselves. Because of language difficulties, the parents are not able to fully participate in many of the school functions. They often feel out of place in an all-English meeting and indicate that improvement is necessary before they will increase their participation.

Although the District has not established a set of formal criteria for admitting and transitioning the bilingual education students, it has developed a consistent procedure in determining placement of the bilingual education students. Standardized test scores, personal interviews, level of English proficiency and academic skills are the factors which are used for this decision.

EXHIBIT A .1

English Proficiency Levels of Students in Observed Attendance Center

Level	Observed Class		All Classes Taught by This Teacher	
	Attendance Centers		Attendance Centers	
	01	02	01	02
I	0	9	0	9
II	0	0	0	0
III	0	0	11	0
IV	22	0	22	0

EXHIBIT A .2

Program Types in Observed Classrooms

Attendance Center	Grades of Children in Observed Classroom	Program Type
01	12	Pull-out model 50 min. instruction in English
02	9	Pull-out 50 min. instruction in English

District B

A Context

District B is an elementary district of medium socio-economic status located in a rural community of Illinois. Its population has decreased 9% during the past decade. According to the 1970 Census, the District's population size was 11,000 with an ethnic distribution of virtually 100% White. Currently, the District reports a population of 10,000. Although its total population has not varied greatly over the years, this community has experienced a high mobility rate. The 1970 Census indicated that only 38% of the people remained in the same residence since 1965. In recent interviews with the District personnel, they report that only 40% of the students remain in the District from kindergarten through eighth grade.

The bilingual education program in District B has been in operation since 1977. It is supported by federal, state, and local funds. For FY '79, the program receives approximately 33,362 from the State and $9,573 from the District.

Student enrollment in District B has decreased over the past three years. Total enrollment for 1976 is reported to be 2,300. The present enrollment is 1,800 with an ethnic composition of 95% White and 5% Hispanic. The number of limited English proficiency children is 99; with the exception of four children, all are enrolled in the bilingual program. See Exhibit B.1 for a distribution of the students' English proficiency level in the observed bilingual classrooms. Fifty-six percent of the students in the observed class were at English proficiency Levels I and II, while 44% were at Level III.

B Design/Process

The bilingual education program in District B is classified as a small size program. It is operating in one elementary and one secondary attendance center, both of which were visited and from which 26 student records were reviewed. Twenty of these were enrolled and six transitioned. The program is administered by the Bilingual Education Program Director with input from the bilingual education staff and the parent advisory committee. Although the district superintendent oversees the general program implementation, the Director is responsible for

- coordinating the bilingual education program with the all-English program
- testing and monitoring the bilingual education students

- organizing in-service training for staff
- supervising the Parent Advisory Committee
- developing program and budget plans
- monitoring teacher performance

The students' records and enrollment statistics are maintained jointly by the bilingual education teachers and the Director. The principals are reported to have little input in the programs. They only monitor the bilingual education teachers as part of the over-all teacher evaluations.

The District has established entrance criteria for the bilingual education program. Entering students are interviewed personally by the Director and the bilingual education teachers. They are evaluated on the basis of scores from the James Language Dominance Test, Boehm Test of Basic Skills and teacher made tests. Placements are determined by the students' English proficiency levels. In general, those with Levels I to III proficiency are enrolled in the program.

Formal exit criteria are not established for District B. The students are gradually transitioned out of the program after they have demonstrated Level IV English proficiency. Recommendations for transition are made jointly by the bilingual education teachers and the cooperating teachers. The criteria used for determining the students' readiness for an all-English program are similar to the entrance criteria. Generally, the students of average ability entering at Level I English language proficiency are enrolled in the bilingual education program for an average length of two to three years before they participate in the all-English program.

The program in District B is based on the pull-out model. The students receive an average of 30 minutes daily instruction in home language in each of the following subject areas: language arts, mathematics, social studies, and science. In addition, they receive 150 minutes daily instruction in English language arts and ESL. The amount of Spanish used in the bilingual education classes varies with the students' English proficiency levels. As the students become proficient in English, Spanish is used less frequently. The teachers report that 70% of the instruction is given in Spanish for Level I students, 60% for Level II and 20% for Level III.

The instructional strategies adopted in District B vary from one bilingual education class to another. In one observed classroom, a team-teaching approach was used. Fourteen fourth and fifth grade students were studying English and math during the observation period. The students were grouped by their ability levels. Two teachers and one aide were available to work with them in three separate groups. The students from the advanced group were working individually on their workbook assignment. The two teachers worked on English reading and writing with the remaining two groups. The aide circulated among all students and gave individual help as needed. Since the lesson was on English language, English was used 80% of the time. The teachers only used Spanish when the students could not follow instructions correctly.

A Spanish reading class was also observed. This was a self-contained classroom with one bilingual education teacher and one aide working with fourteen first grade students. The students were grouped by ability levels. Both the teacher and the aide took an active role in encouraging the children to read aloud. They listened to the children in small groups and corrected their reading in Spanish. In addition to the oral exercise, the students were also working on a workbook assignment.

The classroom atmosphere of both observed classes was reported to be relaxed and congenial. The children were well behaved and task oriented. They were eager to answer questions from the teacher and liked to get praise for their finished work. The teachers and the aides were friendly to the children. They were patient in teaching and correcting the students' mistakes. Both Spanish and English were used freely in the classroom. Sometimes the more advanced students would help the lower level students on their homework. Exhibit B.2 gives a description of the program types in the observed classrooms.

The bilingual education curriculum parallels the all-English curriculum in content areas. The only difference is that a strong cultural perspective is built into the former one. The bilingual education teachers maintain contact with the cooperating teachers on a weekly basis to discuss the children's progress. This is also true for the transitioned students. During the initial period of transition, weekly follow-up conferences are scheduled between the bilingual education teacher and the cooperating teacher to ensure a smooth transitional process.

The bilingual education teachers in District B have been working in the program since its inception in 1977. They have bilingual certification as well as elementary teaching certification from Illinois. In addition to native fluency in both languages, the teachers have to show understanding and sensitivity towards the students' cultural background.

The parents interviewed in District B are reported to be satisfied with their children's progress. They are proud that their children are learning two languages. Because of their own schedules, they are not able to attend as many school activities as they would like to. The District has indicated a slight disappointment with the parents' participation in the program. It stresses that many parents view education as a teacher's role and do not perceive themselves as a vital part of the educational process.

C Outcomes/Results

District B does not have separate criteria for measuring the bilingual education students' progress. The students are expected to perform at grade level in each subject area. With the exception of one teacher's rating, the bilingual education students are rated by the District and attendance center personnel as performing at or above grade level in all subject areas. Their progress in English also receives the same high rating. Examination of a sample of student records does show that most bilingual education students are receiving grades of "B's" and "C's" in the subject areas. The transitioned students are reported to be performing at grade level in all subject areas with the exception of science. They are rated as functioning below grade level in this area. However, a review of the student records does not show such a difference; the grades tend to cover the whole range of "A" to "D" in all subject areas.

Both District and attendance center personnel state that the high teacher/student ratio and the individualized teaching approach are important to the students' success. They also agree that a good knowledge base in home language facilitates learning in English.

The bilingual education students are reported to have positive self-esteem. After enrollment in the program, the teachers notice an increase in the students' interaction with other English-speaking children. These students are no longer shy and withdrawn. They take pride in their work and are willing to compete with other students. The positive self-image is also found in the transitioned students' attitude. They have acquired a sense of accomplishment when they are transitioned out of the bilingual education program.

D Major Finding

The bilingual education program in District B is in its second year of operation. It provides bilingual instruction to 95 students. All interviewed personnel are reported to be satisfied with the content aspect of the program, but they feel over burdened by the amount of paper work required by the State guidelines.

Eight different types of standardized test are used by the District to monitor students' progress. The ones that are used most frequently for the bilingual students are James Language Dominance Test, LAS, and Metropolitan Readiness Test. The District indicates that some of the achievement tests are not appropriate for the bilingual students. It is now in the process of searching for an achievement test which can be administered in both English and Spanish.

EXHIBIT B.1

English Proficiency Levels of Students in Observed Attendance Centers

	Observed Class		All Classes Taught by This Teacher	
	Attendance Centers		Attendance Centers	
	01	02	01	02
Level I	3	4	3	4
Level II	4	5	4	5
Level III	7	5	7	5
Level IV	0	0	0	0

EXHIBIT B.2

Program Types in Observed Classrooms

Attendance Center	Grades of Children in Observed Classroom	Program Types
01	4th - 5th	Team-teaching audio-lingual approach individualized instruction groups
02	1st	Self-contained classroom small group work

DISTRICT C

A Context

District C is a unit District serving an urban area with a 1970 Census population of approximately 65,000. The District estimates no change in the total population as of 1979. The 1970 Census reported that the population was approximately 15% Black and 5% Hispanic. District personnel indicate that the student body is now 60% white, 25% Black and 15% Hispanic. The District was relatively stable in the 1960's; almost 50% of the population reported the same residence in 1965 and 1970. District personnel were unable to estimate current population stability. The district is of high socio-economic status.

The site visit in District C involved interviews with District personnel and staff at three attendance centers. The attendence centers visited included one elementary school, one junior high school and high school. At these schools a total of twenty-eight student records were sampled; nineteen records were for children currently enrolled in the transitional bilingual education program and nine were records for students transitioned out of the program.

The District has operated a bilingual education program since 1971; it has been partially supported with State funds in the 1976-77, 1977-78 and 1978-79 school years. State funds budgeted for the District have increased annually and are close to $400,000 for 1978-79.

Total enrollment in District C has remained relatively stable for the past three years at approximately 13,000 students, although enrollment in the bilingual education program has increased from about 590 to 675 students, or 14%, during this period. Almost 1,000 students are identified as in need of bilingual education in the current school year. Those who are not enrolled are reported to be Level V English proficiency students who are generally not in need of service.

The children in the bilingual education program are primarily of Hispanic background. In the three observed classrooms Spanish is the only home language used. The distribution of children by English proficiency levels for students of the interviewed teachers is presented in Exhibit C.1; 44% are classified as Level I or II English proficiency and 56% are classified as Level III or IV English proficiency. Of the 178 students enrolled in all the bilingual education classrooms at the observed attendance centers the same 44:56 division is noted in the English proficiency levels.

B Design/Process

Under the supervision of the District Superintendent, the Program Director has considerable responsibility for administering the transitional bilingual education program in District C. The Director's responsibilities include:

- collection of data for the preparation of the preapproval application
- development of curriculum recommendations
- evaluation and testing of students
- staffing recommendations
- monitoring and supervision of 18 bilingual education teachers and three ESL teachers

The Director receives input from teachers and principals but is viewed by all those interviewed in the District as "the expert."

Bilingual education course curricula tend to parallel the all-English curricula. The attendance centers have not established committees or formal mechanisms to coordinate the curricula; consistency is achieved through informal communication among teachers and the recommendations of the Program Director. Cooperating teachers and bilingual education teachers maintain communication through informal meetings and memoranda reporting the progress of individual students. Little contact concerning transitioned students is reported.

No specific entrance criteria have been established, but there are definite procedures for determining children who should be enrolled in bilingual education. Bilingual education teachers identify students potentially in need; they are tested by the Program Director who often uses the Moreno test. If students are found to be in need of bilingual education, parental approval must be obtained before they can be enrolled.

A student's readiness for transition to an all-English class is based upon standardized tests, academic grades and class participation. The decision is largely judgmental and is made jointly by the teacher and the Program Director. Ultimate responsibility for the decision rests with the Program Director. The transition process involves gradual introduction to the all-English curriculum combined with diminishing hours of home language instruction.

District administrators report that children of average ability who enter the program at English proficiency Level I spend an average of 3 years in the transitional bilingual education program. The length of time in the program is influenced by the academic background, home language proficiency and social adjustment of the youngster; the teacher's competence and the school environment are also important factors.

All the transitional bilingual education teachers are required to be certified in bilingual education and elementary or secondary education. The Program Director interviews applicants to determine their English proficiency and makes hiring recommendations. Applicants are also interviewed by the Assistant Superintendent for Personnel, the Director of Special Education, the Bilingual Community Liaison and Hispanic parents. The teachers all teach language arts in English and Spanish, ESL, mathematics, social studies and science; they teach in both English and Spanish. The interviewed teachers have between 2½ and 6 years of bilingual education teaching experience in the District's bilingual education program.

Teachers report that instructional strategies differ by the level of the students' English proficiency; the greater the English proficiency, the higher the proportion of time spent teaching in English. Students are divided into instructional groups and each group works on a different assignment. All three observed bilingual education classes have both a teacher and aide; the teacher and the aide were working independently during the observation period. Exhibit C.2 displays the grades taught and program type for the observed classrooms.

During the observation period, several activities were occurring simultaneously in each observed classroom. Some students were studying with an aide or the teacher, some were studying with the teacher and some were working independently. In two of the three observed classrooms the teacher walked around to check on the progress of different groups of students during the observation period. In two of the three classrooms children were observed helping each other with lessons. The children generally participated actively in discussions, with over half the class volunteering to answer questions in two of the three classrooms. Two teachers spoke English 80-100% of the time and one spoke Spanish 80-100% of the time. One aide spoke English 80-100% of the time, one spoke Spanish 80-100% of the time and one spoke about 40% English and 60% Spanish. Children tended to respond in the same language used by the teacher or aide.

The District reports that there is a strong parent advisory committee that maintains contact with the bilingual education classes. Parents are most active in attending meetings with bilingual education teachers and advisory committee meetings; they attend school-wide activities less frequently. One attendance center experiences at least 50% parental participation in all activities to which parents are invited. Parents assert that children are making excellent progress and indicate that the program is important to maintaining academic achievement while the children are learning to speak English. They report that additional emphasis on the home culture would be helpful, but are generally supportive of the staff and the program.

C Outcome/Results

District officials and bilingual education teachers report that the youngsters are making good progress in understanding and speaking English. English reading and writing proficiency is progressing at a somewhat slower pace. The sampled student records do not provide sufficient information to verify this perception; grades in reading and writing are not always available. On those records containing grades, the grades for reading and writing were generally similar. The District perceives teacher competence in English and home language and teacher training as major factors affecting students gains in English. The interviewed teachers regard command of home language as the most important factor influencing gains in English and note previous educational experience and socio-economic status as additional contributing factors.

District and attendance center personnel agree that students are making good progress in math and language arts; progress in social studies and science is rated as fair. Attendance center personnel report that some bilingual education students are able to perform at a level commensurate with their age, grade level, and ability in an all-English classroom. Factors reportedly influencing academic achievement tend to be the same as those influencing attainment of English proficiency. As the secondary level enrolled students generally received grades of "satisfactory" or "C" in the academic subjects in 1976-77 and 1977-78. The number of students receiving "D's" in academic subjects increased in 1978-79. The secondary level students who are now transitioned achieved somewhat higher grades than those still enrolled in the program. At the elementary level both enrolled and transitioned students generally received a grade of "satisfactory" in the academic subjects in 1977-78 and 1978-79.

The effect of the transitional bilingual education program on the self-esteem of students currently enrolled is very positive according to District and attendance center personnel. The District reports that attendance improves with enrollment in a bilingual education program, but attendance center personnel are either uncertain or feel that enrollment in bilingual education has no impact on attendance. The sampled student attendance records in District C reveal that fewer children have been absent sixteen or more days in 1978-79 than in the two previous years. For the current school year, most children have been absent eleven days or less.

The District reports that 32 students, or 5%, were transitioned in the '76-77 school year and 56, or 9%, were transitioned in the '77-78 school year The interviewed bilingual education teachers report plans to transition 24 of their 87 students or 27%, during the present academic year.

Perceptions of the impact of transition on students' self-esteem varies. Some individuals report that insensitivity of some regular staff can produce initial insecurity and that it takes awhile for students to regain their self-confidence. Others indicate there is no change or that self-esteem increases if students are successful in the all-English classroom.

D Major Findings

The Program Director has extensive administrative responsibility for the transitional bilingual education program in District C and is heavily involved in operation of the program at the attendance center level. This may tend to increase the consistency of the program District-wide. It is reflected in the consistency of tests administered to students being enrolled in the transitional bilingual education program.

Based upon the sampled student records the standardized tests most frequently administered are:

- Moreno Test of Language Proficiency
- Cognitive Abilities Test
- Diversified Aptitude Test
- A District Developed Early Evaluation Program
- Iowa Test of Basic Skills

Administrators are not entirely satisfied that these tests produce valid and reliable results and would like tests in the home language with appropriate norms. Sampled cumulative records indicate few students have taken the same test more than once, although District officials report that more recent test scores may not yet be recorded on the cumulative record.

The District provides no guidance to the attendance centers concerning criteria for measuring the progress of children enrolled in bilingual education. The involvement of the Program Director in decisions to enroll and transition students of limited English proficiency does, however, establish District-wide consistency for program entry and exit.

District and attendance center administrators report that the current bilingual education staff is competent and effective. This attitude is also expressed by the interviewed parents. Increased state and federal funding, additional teachers and increased training in the home culture are improvements recommended by parents and program administrators.

EXHIBIT C.1

English Proficiency Levels of Students in Observed Attendance Centers

	Observed Class			All Classes Taught by This Teacher		
	Attendance Centers			Attendance Centers		
	01	02	03	01	02	03
Level I	4	4	4	10	4	6
Level II	3	2	2	4	11	3
Level III	8	4	7	13	4	9
Level IV	7	0	0	7	0	16

EXHIBIT C.2

Program Types in Observed Classrooms

Attendance Center	Grades of Children in Observed Classroom	Program Type
01	7 and 8	Pull-out
02	3 - 5	Self-contained for Level I - pull-out for Levels II, III & IV
03	9 and 10	Pull-out

DISTRICT D

A Context

District D is a suburban unit district with a total reported population of approximately 25,000; this represents an increase of nearly 9000 people since the 1970 Census. The community is of medium socio-economic status and the population was relatively stable during the 1960's. According to the 1970 Census, the Hispanic population comprised 3.4% of the total district population. Currently, the District estimates that the ethnic breakdown of the total student population is: 84% White, 11% Black, 3-4% Hispanic and 1% Indonesian.

The District began its bilingual education programs with local funds in 1974 with a Spanish component; a Laotian component was added in 1979, a year after the students and their families moved into the community. State and local funds have been utilized to support the transitional bilingual education program since 1976. For the '78-79 school year the State has budgeted approximately $35,000 and the local contribution is about $28,000.

Total enrollment has varied between 5000 and 5600 students in recent years. For the current school year the District has identified approximately 71 children as in need of bilingual education and 36 are reported enrolled. The attendance centers visited identify 61 students currently enrolled; the disparity may come from the recent establishment of the program at one of the two schools visited. In previous years 45-50 students were enrolled in a bilingual education program; thus this is classified as a small program.

The site visit in District D included interviews with the Bilingual Program Director as well as principals and bilingual education teachers from two elementary level attendance centers: one operating a program in Laotian and one in Mong. In addition, 14 student records were sampled and reviewed for students currently enrolled in bilingual education programs.

Classrooms were observed at each of the two attendance centers operating bilingual education programs. The distribution of English language proficiency levels for students in each of the observed classrooms as well as for all bilingual education students taught by the observed teacher is shown in Exhibit D.1. As can be seen from the exhibit, all the bilingual education students except for two students were at English language proficiency Levels I and II. Also, seventy-five percent of the total students taught by the two observed bilingual education teachers are at proficiency Levels I and II.

B. Design/Process

The transitional bilingual education program in District D is managed jointly by the Program Director under the guidance of the District Superintendent and the attendance center principals. The Program Director has responsibility for working with the Bilingual Committee in developing the preapproval application and reviewing the program's effectiveness. Semiannual meetings between the Program Director and the principals are held to discuss teacher performance. Principals handle day-to-day operations of the program including scheduling. The Arlington Heights Center and the state have occasionally provided assistance with program design.

The District reports that entrance into the bilingual education program is based on either parental request or the bilingual education teacher's judgment. If it is determined by the teacher that a child comes from an environment where English is not widely used, he or she is initiated into the program. Next, the parents are informed that their child has been identified as in need of the bilingual education program and a suggestion is made to the parents to have the child enrolled. Once the student is enrolled in the program, his or her English language proficiency is assessed. For each student, the District seeks to assure the fulfullment of both the cultural and language needs of the students enrolled in the bilingual education program.

The District reports that the bilingual education students remain in the program an average of four years. However, each student is free to return to classes taught in his or her home language if so desired. For this reason both the District and the bilingual education teacher at one attendance center could not give definite figures for the number of students transitioned during 1976-77, 1977-78 and 1978-79. The bilingual education teacher at the second attendance center had been teaching in the District only three months and was therefore unable to provide numbers on students transitioned.

Both the Bilingual Program Director and the bilingual education teachers characterized the transition process as a gradual incrementation in time spent outside the bilingual education classroom. As a bilingual education student's ability progresses, and as achievement level is reached commensurate with grade level, he or she is ready for transition. However, the bilingual education teachers indicated that the student's transition is never complete, since some instruction continues to be provided through the bilingual education classroom.

Bilingual education teachers are required to have State certification in bilingual education and to pass a language proficiency test in English and the home language administered by the District. This is a problem for the Laotian component where the aide now translates for the teacher. The two bilingual education teachers interviewed had four and seven years of experience in bilingual education respectively. Both teach language arts in English, ESL, Mathematics and Social Studies; one also teaches language arts in the home language. No science is taught by either teacher. The bilingual and all-English curricula are considered similar although the bilingual classes give additional training in English and cultural enrichment. Integration of the two curricula is achieved through an informal committee composed of the bilingual education teacher, the Program Director, the bilingual counselor and community representatives at one attendance center. The bilingual education teachers maintain frequent contact with cooperating teachers through daily or weekly meetings to discuss students' progress.

The parents interviewed during the site visit are all from the Laotian community. The parents report that their children like school, are interested in learning English and are progressing quickly. They feel that the teacher and the aide are very concerned about the children and this is helping the children learn. The parents are supportive of the program and feel additional classes will be needed as more immigrants arrive.

The observed classrooms included various age groups and program models as shown in Exhibit D.2. In both classes, the older children also attend English classes and receive tutoring for part of the day. Two teachers were available to work with the different groups in one attendance center. In the second attendance center the teacher worked with the younger children during the observation period and the aide alternated between the kindergarten group and a group of older students who were working individually. In this classroom only the aide spoke the home language and translated for the teacher.

The younger children were being taught in small groups during the observation period in both classes. They volunteered frequently to answer questions and both the teachers and the children spoke primarily in English. The older children and their teachers mixed English and the home language. The older children worked more independently during the observation period; some with little knowledge of English were studying with the use of a tape recorder. Three of the four groups observed were concentrating on their studies and working diligently

C Outcomes/Results

Assessments of student progress vary substantially between the two attendance centers; this may be attributable to the different type of students in the two bilingual programs. Teachers feel that the Laotian children have a good educational background and are very fluent in their home language. This has helped them in their English, where the Laotian children's progress is considered excellent; the Hispanic children's progress is rated as some to good. The assessment of academic achievement reveals that the Laotian children are perceived to be achieving better than the Hispanic youngsters particularly in math and English language arts. Student grades offer a less clear picture because cumulative records are more complete for the current academic year and the Laotian program started very recently. For those students whose trades were recorded in previous years, most recieved A's, B's or S's indicating satisfactory achievement. No students in the observed schools have been fully transitioned; consequently no records of transitioned students could be reviewed.

Cooperating teachers and the Bilingual Program Director report somewhat different perceptions of the achievement of the transitional bilingual education students. They report that few students are at a level commensurate with their age, grade and ability and that these students drop out of school more often than native English -speaking students. Low socioeconomic status is considered a major factor affecting the achievement of these youngsters.

The impact of transitional bilingual education programs on the students' self-esteem varies by home culture. The Laotian students are reported to feel proud and make gains in self-esteem, while the self-esteem of the Hispanic students is reported to decline due to poor academic achievement. The children's attendance patterns do not seem to be affected by enrollment in the program because both groups are reported to have good attendance habits. The sampled student records contain little data about attendance; thus the comments of school personnel cannot be verified.

As noted earlier, the sampled attendance centers have no students who have fully transitioned out of the bilingual education program. The district reports approximately 15 students transitioned annually in the three most recent school years. The District reports students' self-esteem declines after transition because they feel isolated since they are not a part of the majority culture and no longer feel a part of the home culture.

D Findings

District D operates a bilingual education program for two distinctly different target populations. The program's impact seems to vary substantially for the two groups. The program emphasizes cultural enrichment as well as the development of English proficiency; students are permitted to return for home language training after they have attained English proficiency

Classroom observations took place at elementary level attendance centers with bilingual education programs serving preschool and kindergarten age youngsters. Both classrooms contain considerably older children in a tutorial style program. The widely varied ages in a single classroom are unusual, but the teachers do not note that this arrangement creates any significant problems.

The District takes an active role in administering the transitional bilingual education program through the development of the curriculum and regular monitoring of teachers and students. The District has not, however, established norms for measuring the progress of the transitional bilingual education students. An active Bilingual Advisory Committee participates in reviewing the preapproval application and quarterly program assessments.

EXHIBIT D.1

English Proficiency Levels of Students in Observed Attendance Centers

	Observed Class		All Classes Taught By This Teacher	
	Attendance Centers		Attendance Centers	
	01	02	01	02
Level I	6	4	16	8
Level II	5	4	7	6
Level III	0	2	6	2
Level IV	0	0	3	1

EXHIBIT D.2

Program Types in Observed Classrooms

Attendance Center	Grades of Children in Observed Classroom	Program Type
01	Kindergarten and 13-15 year olds	Special program with small groups and individual work
02	Kindergarten and 8th grade	Pull-out model with self-contained pre-school program

DISTRICT E

A Context

District E is a suburban area of high socio-economic status. The Census identifies a 1970 population of 55,000; District sources report the population has increased to a current estimate of 87,000 residents. According to the 1970 U. S. Census, the area experienced considerable movement during the 1960's; fewer than 40% of the 1970 population were in the same residence as in 1965. The District now estimates that 60% of the students remain in the District from kindergarten through eighth grade.

District E is an elementary level District. The site visit in District E involved interviews with District officials and a visit to three elementary schools including one that serves junior high school students on a part-day basis. A sample of 30 student records were reviewed in the District including:

- 14 enrolled elementary level students
- 9 transitioned elementary level students
- 7 enrolled junior high level students.

Enrollment in the District Schools has declined from almost 10,000 students in the 1976-77 school year to slightly over 8,000 students in 1978-79. Approximately 96% of the students are White, 0.5% are Black, 1.5% of the student body is Hispanic and 2% is Indian and Asian. Limited English proficiency students identified increased 45% between '76-77 and '78-79 from 80 to 116. Currently, District personnel report 116 students are enrolled. The three attendance centers visited report enrollment of 145 students in bilingual education. The difference between District and attendance center reports may result from variations in enrollment levels during the school year.

The District's bilingual education program has been in operation for four years. It has received state support for three years for a transitional bilingual education program. The transitional program is budgeted to receive approximately $88,000 in State funds and $42,000 in local funds for 1978-79.

The transitional bilingual education program in District E serves children of varied cultural backgrounds. The observed classrooms provide instruction to children with the following home languages: German, Italian, Spanish, Greek, Assyrian, Chinese, Japanese, Korean, Pilipino, Urdu, and Indian. Approximately 60% of the students taught by the bilingual education teachers interviewed are at English proficiency Levels I or II; the remaining 40% are at Levels III or IV. The English proficiency levels of children in the observed classrooms are presented in Exhibit E.1.

B Design/Process

The District Superintendent has ultimate responsibility for administering the transitional bilingual education program and generally presents the recommendations of the Bilingual Program Director to the School Board. The Program Director acts as a liaison between the District and the attendance centers in managing the transitional bilingual education program. The Program Director prepares the preapproval application with the assistance of the bilingual education teachers, several teacher aides, selected cooperating teachers and 1-2 parents. The Program Director is involved in the semi-annual assessment of the children's progress and works with the principals to monitor teacher performance. The attendance centers utilize a school-wide student services team to assess children with special needs; the Program Director participates in these meetings when children of limited English proficiency are being discussed.

Criteria for entrance to the bilingual education program have been established by the District. These include contact with parents of children of limited English proficiency to obtain background information and an interview with and observation by the bilingual education teacher to make an initial determination of English proficiency. Students thought to be at Level III or IV English proficiency are further tested using the Bilingual Syntax measure for younger children and the language experience story method for children over eight years of age. The attendance centers generally adhere to these procedures. In addition one attendance center indicates that the school counselor and the Program Director are consulted about the proper placement of children in need of bilingual education. Transition to an all-English classroom occurs when a child demonstrates his/her ability to function and communicate in that setting. This includes development of appropriate writing and reading skills in English for the child's grade level, development of peer relationships with children in the home classroom, and capability to function in an all-English classroom without home language support.

The transition process is gradual; the District's bilingual education classrooms are magnet classrooms with children returning to home classrooms for some instruction. As children become more proficient in English they spend more time in the home classroom. The decision to transfer the child to an all-English instructional setting is made at a series of conferences with the parent, the bilingual education program coordinator, the principal and teacher in the receiving school and the child, after the child has met all other exit criteria. The district reports that children of average ability and Level I English proficiency generally remain in the bilingual education program for 1½ to 2 years.

The teachers interviewed in the sampled attendance centers have been teaching bilingual education classes in the District for 6 to 7 years each. The District requires that bilingual education teachers be certified by the State to teach in a regular classroom and as a bilingual education teacher. In addition the District expects teachers to continue their education at the graduate level to obtain expertise in a specialty such as reading.

The curricula of the all-English and bilingual education classrooms are parallel in reading, writing and math. The social studies curricula may differ with bilingual education students spending time learning about their cultural heritage. Teachers are responsible for coordinating the all-English and bilingual education curricula at the attendance centers visited. There are also regular meetings and telephone calls between bilingual education teachers and home room teachers to track the progress of children who attend transitional bilingual education classes for part of the day. Meetings concerning students who have already been transitioned are less frequent and less formal but are held to be sure no problems arise.

In District E instruction of limited English proficiency children involves instruction in a wide diversity of students' home languages. The District has handled this diversity by using a large number of teacher aides; each observed classroom has 4 to 5 teacher aides who communicate with the students in their own home languages. The aides, who are used as tutors, have often been trained as teachers in their home countries.

The transitional bilingual education program is operated at magnet schools that attract children from the entire District. Children attend the magnet school half day to receive instruction in English language arts, ESL, science and social studies in the home languages. The kindergarten program also provides instruction in readiness skills in both languages. Instruction in mathematics, music, physical education and other subjects not taught in the transitional bilingual education program is provided by the home school.

The instructional methods of the observed teachers are described below. One observed teacher indicates using a group approach to instruction to make the children feel comfortable. This teacher attempts to simulate a typical all-English classroom environment to prepare children for transition to an all-English classroom. Home language is used for non-instructional conversation and to reinforce academic instruction in English. Another observed teacher provides a half-day of instruction to Kindergarten students in an experiential centered classroom that focuses on student activities which promote the use of both the home language and English. In both of these classrooms the teacher and aides work simultaneously but independently with small groups of children. In the third observed classroom the teacher instructs the entire class in English and then relies on the aides to follow-up and expand on the lesson in the small groups using the children's home languages. A summary of the instructional methods is presented in Exhibit E.2.

Parents indicate the transitional bilingual education program is helping the children learn and they would like the children to be able to remain in the program longer. The parents interviewed report different opinions of the children's progress in school ranging from very good to not satisfactory. They report the teachers play a most important role in ensuring the children's progress because books in the home language are not always readily available. The parents express some concern about the distance children must travel to attend the magnet bilingual education program and would like the program housed in an attendance center closer to home.

C Outcome/Results

District and school personnel indicate students are making good to excellent progress in English language skills and subject areas. They report that students more often perform at a level commensurate with age, grade and ability in mathematics than in reading because math achievement is less dependent on a student's English proficiency. Teachers believe that a strong foundation in the home language helps students attain English proficiency; parental support, prior educational experiences and socio-economic status are also mentioned as contributing to a child's achievement.

A review of student records indicates that students are generally receiving satisfactory to excellent grades in all subjects. For 1978-79 the grades of transitioned students are slightly higher than those of enrolled students. Of the nine transitioned students whose records were reviewed, none received a grade of "weak" or "needs improvement" in the current school year; eight of the 21 enrolled students received a grade of "weak" in at least one subject in 1978-79. On the whole, however, the currently enrolled children are also performing well; the most common grade in 1978-79 for the enrolled students whose records were reviewed is "satisfactory."

Administrators in District E do not perceive that enrollment in a transitional bilingual education program affects the students' attendance. Teachers report that attendance is good. The sampled student records indicate that most students are absent less than 4 days per school year. The program is credited with having a positive effect on student self-esteem. Teachers and administrators report that the program helps the children adjust to a new environment and helps them overcome their initial shyness.

The District reports that approximately 50 out of 101 children, or 49.5%, were transitioned from the bilingual program to an all-English program during the 1977-78 school year and estimates that 30 out of 116 children, or 25.9%, will be transitioned this year. The interviewed teachers suggest that as many as 38 students may be transitioned during the current school year. Most of the cooperating teachers indicate that the transitioned students are well accepted by classmates and their self-esteem is good.

D Major Findings

The District reports annual and sometimes semi-annual use of the Durell test to measure English proficiency of limited English proficiency students; this test is sometimes used to determine the appropriate placement for these children. Other tests reportedly administered to bilingual education students include:

- the Bilingual Syntax Measure Test
- the Houghton Mifflin Magazine Test
- the Boehm Test of Basic Skills
- the Peabody Vocabulary Test
- a District developed criterion-based test.

Several other tests are administered to those students who have achieved at least Level III English proficiency; these include the Iowa Test of Basic Skills and the Cognitive Ability Test. A review of the sampled student records, however, shows few test scores of any kind for the students in the transitional bilingual education program; the only tests found in the students' cumulative records are the Iowa Test of Basic Skills and the Durell Test.

The District operates a multilingual, multicultural bilingual education program that serves children of diverse cultural and linguistic backgrounds. The extensive use of aides from the different home cultures as tutors helps the teachers overcome these differences. One observed teacher coordinates the teaching in the home language and in English by giving a basic lesson in English to the entire class and then having aides provide parallel instruction in the home language. The aides expand and reinforce the communal lesson in a small group setting.

District E operates a bilingual education program that emphasizes the transitional aspect of the program. To prepare children for an all-English classroom, they receive instruction in mathematics and other subjects that do not rely heavily on competency in English in their home school and attend the magnet bilingual education program primarily for instruction in English language arts, science and social studies in the home language. Communication between the bilingual education teacher and the homeroom teacher is frequent to ensure a smooth transition. Procedures for transition of students have been developed and are consistent throughout the District. Approximately 50% of students enrolled in the program during '77-78 were transitioned by the end of the school year.

EXHIBIT E.1

English Proficiency Levels of Students in Observed Attendance Centers

	Observed Class			All Classes Taught by This Teacher		
	Attendance Centers			Attendance Centers		
	01	02	03	01	02	03
Level I	8	8	8	14	8	13
Level II	6	9	11	10	9	13
Level III	4	19	6	10	19	14
Level IV	0	0	0	0	0	0

EXHIBIT E.2

Program Types in Observed Classrooms

Attendance Center	Grades of Children in Observed Classroom	Program Type
01	1-5	Multicultural magnet simulating all-English classroom environment
02	Kindergarten	Multilingual intake center with experiential instruction
03	1-3	Multicultural magnet pull-out program; large group lessons reinforced by small groups with tutors in home language

DISTRICT F

A Context

District F is a unit District in an urban area with some surburban influences; its population is of medium socio-economic status. Its 1979 population according to the US Census was 57,000, including about 5,000 Blacks and about 1,000 Hispanics. The population of the area was relatively stable during the 1960's based on 1970 U.S. Census data. District officials report that few children now move away between kindergarten and eighth grade.

In District F the site visit involved meetings with District administrators and a visit to one elementary level attendance center. At that center, the records of seven currently enrolled students and three transitioned students were reviewed.

District officials report that enrollment has declined from over 10,000 in 1976-77 to about 8,700 in 1978-79. They indicate that the ethnic composition of the student body is approximately 75% White, 20% Black, 4% Hispanic and 1% other non-English speaking students primarily Asian. Despite declining enrollments, District officials indicate that the number of students of limited English proficiency has risen from 90 in 1976-77 to 111 in 1978-79. They indicate that an average of 57 children have been enrolled in transitional bilingual education classes over the past three years. District officials report that many of the children identified but not enrolled are at Level IV English proficiency or above and cannot be accommodated in the program because of space limitations. It is District policy, according to reports, to enroll first those children who are most in need, meaning those at English proficiency Levels I-III. English proficiency levels for the students taught by the teacher interviewed at this school are presented in Exhibit F.1. Of those students three fourths are at English proficiency Level I or II, while one fourth are at English proficiency Level III or IV.

A bilingual education program for Spanish speaking children has been in operation in the District for four years. During the past three years State funding has been provided for a transitional bilingual education program. Funding for the transitional program has increased from a total of approximately $37,000 in 1976-77 to about $58,000 in 1978-79. The State contributed two-thirds of the funds for the current school year and the District provided the remaining third.

3 Design/Process

The transitional bilingual education program is administered by a Program Director who has responsibility under the District Superintendent for all aspects of the program. The Program Director hires and monitors all bilingual education teachers and teacher aides; evaluation of the staff is performed by the Director in conjunction with the principal using a required District form. Curriculum development and program monitoring are also responsibilites of the Program Director. The preapproval application is prepared by the Program Director with input from bilingual education and cooperating teachers, principals and parents.

Bilingual education teachers in District F are expected to meet state certification requirements. Their fluency in English and Spanish is determined on the basis of an interview or the BESC exam. Applicants for a position as a bilingual education teacher are also interviewed by parents to determine their suitability for the vacancy. The bilingual education teacher interviewed for this study serves as the lead bilingual education teacher and has four years of experience in this position.

Entry and exit from the transitional bilingual education program is determined on the basis of need, with those with lowest English competency enrolled first. The bilingual education teacher assesses the child's need for bilingual education based upon the referral of other teachers, the language the child speaks at home, the results of an informal interview with the student and a language proficiency test. Children at English proficiency Level I-III are enrolled. Teacher judgment is also the primary basis for determining a child's readiness for transition from the bilingual education classroom to an all-English classroom. The teacher reviews the child's work and test scores to determine whether or not the child is capable of functioning well in an all-English setting.

District officials report that children of average ability who enter at English proficiency Level I remain in the transitional bilingual education program an average of 4 to 5 years, although attendance center officials indicate an average of 2 to 3½ years in the program. The student records indicate that half the sampled transitioned students had been in the bilingual program for 2 to 3 years and half had been enrolled for more than 4 years.

The bilingual education teachers meet with the all-English teachers periodically to review the progress of students enrolled in the pull-out transitional bilingual education program. This contact is maintained after students are transitioned until successful transition is assured.

The bilingual education teachers try to assure that the students will have all the skills they need to achieve in an all-English classroom. Informal communication among the teachers is the primary method for coordinating the bilingual curriculum and the all-English curriculum. The sampled attendance center reports that the curricula are parallel in most grades; there are some differences in the pre-school curricula, however.

The focus of the transitional bilingual education program is on serving the needs of the youngest children. The District operates a pre-school bilingual education program and emphasizes bilingual instruction for first and second graders.

The instructional approach varies somewhat by grade level, as seen in Exhibit F.2. First grade students are in a self-contained classroom in which they are taught language arts in English and Spanish, mathematics, science, social studies, music and art. Second grade students are in a pull-out program in which they receive instruction in English and Spanish language arts from the bilingual education teacher; instruction in other subjects is received in an all-English classroom.

During the classroom observation the children were divided into three groups for part of the time for lessons in reading and language arts. Some of the groups were being taught in English and some in Spanish. During the latter part of the classroom observation, the total class received a science lesson in English. The students, teacher and aide spoke in English about half the time.

Children tended to respond to the teacher and aide in the language in which they were addressed but generally used Spanish among themselves. When speaking English, the children were careful to select appropriate words and did not mix English and Spanish. No discipline problems were in evidence, and the students responded positively to assignments.

Parents show considerable interest in the transitional bilingual education program; the District indicates that over half the parents attend meetings with the teachers, school social activities and the parent advisory committee meetings. Interviewed parents indicate strong support for the program; they report that their children are doing very well and are receiving good grades. Parents attribute their children's progress to the quality of the instruction and good instructional materials.

C Outcomes/Results

District and attendance center officials indicate students are making good progress in understanding and speaking English. Reading and writing skills in English are progressing somewhat more slowly. Various factors are cited as contributing to the students' achievement including the students' home language proficiency, home influences, the teachers' involvement and the students' interest and enthusiasm. For this study the cumulative records of seven enrolled students and three transitional students were reviewed. The sampled student records reveal that most enrolled and transitioned students received a satisfactory grade in reading and writing English during the three most recent school years.

Progress in academic subjects including mathematics, social studies, science, and home language is considered good to excellent by district and attendance center personnel. Student grades reflect satisfactory achievement; 6 of the 7 enrolled students received a grade of "satisfactory" in the academic subjects cited above for the first half of the 1978-79 school year. All the transitioned students whose records were sampled also received grades of "satisfactory" in those subjects for 1978-79. English language proficiency, the student's ability, parental support and the ability of the teacher and teacher aides are cited by District and attendance center staff as factors contributing to the children's achievement.

Cooperating teachers have a different perception of the achievement of the transitional bilingual education students. They report that few of these children are achieving at a level commensurate with their age, grade and ability. They identify lack of experience, poor home language proficiency and the parents' inability to speak English as factors that hinder the children's progress.

While there is some disagreement about the effect of the bilingual education program on the student attendance, all individuals questioned agree that the program has a positive effect on the children's self-esteem. It is reported that children in the transitional bilingual education program seem confident about performing in class and like the program. Some personnel indicate the program has no effect on student attendance, although others report that attendance improves after enrollment. The sampled student records indicate wide variation in the number of days a student is absent and appear to support the position that the program has little or no effect on attendance.

District F reports transitioning 4 children in 1976-77, 10 in 1977-78, and 5 in 1978-79, representing 7% of the enrollment in 1976-77, 17% of the enrollment in 1977-78 and 9% of the enrollment in 1978-79. District officials report that transitioned students are making good progress in the academic subjects, but cannot yet judge the effect of transition on the students' self-esteem because follow-up studies are just being initiated. One cooperating teacher interviewed asserts that the students' self-esteem is not affected by transition and that they react similarly to other children of the same age. The sampled student records indicate the transitioned students generally received satisfactory grades before and after transition.

D Major Findings

Parental involvement in the transitional bilingual education program is strong in this District. Parents attend meetings and school functions in sizable numbers. In addition, they are given a considerable role in managing the program through their involvement in the selection of teachers and in development of the preapproval application.

There is a noticeble difference of opinion concerning the progress of the bilingual education students between the bilingual education teachers and the cooperating teachers. Although this may be the result of the differing standards and expectations used in assessing the achievement of these children, reasons for this difference cannot be fully determined. There are no District or school-wide criteria for measuring the progress of bilingual education students.

The bilingual education teacher reports the use of several standardized tests to regularly measure the progress of the bilingual students including the Boehm Test of Basic Concepts, the Houghton-Mifflin Math Series and the SOS Self-Concept Scale. In addition two tests of language and reading ability are reportedly administered weekly: the Rock and Roll Series and the Houghton-Mifflin Getting Ready to Read in English and Spanish. The Houghton-Mifflin Math Series is reportedly administered eight times a year. The sampled student records do not show results of this testing but do indicate that several students have been tested with the California Achievement Test and the California Short Form Test of Academic Aptitude. District and attendance center personnel report that these tests produce valid and reliable results for bilingual students.

EXHIBIT F.1

English Proficiency Levels of Students in Observed Attendance Center

	Observed Class	All Classes Taught by This Teacher
Level I	8	no response
Level II	8	no response
Level III	1	no response
Level IV	4 (transitioned out)	no response

EXHIBIT F.2

Program Type in Observed Classroom

Attendance Center	Grades of Children in Observed Classroom	Program Type
02	1st - 2nd	Self-contained first grade and pull-out for second grade teaching Spanish and English language arts only

DISTRICT G

A. Context

District G comprises a multi-ethnic urban population with low socio-economic status and medium mobility, as reported on the 1970 Census. Population in the District has declined 8.6% since 1970: from 3,364,196 in 1970 to 3,074,084 in 1979. According to District officials, the ethnic breakdown of the district is: 60.5% Black; 21.5% White; 16.1% Hispanic; and 1.9% Other. While the total school district enrollment has decreased 5.6% during the past three years (from 524,221 in 1976-77 to 494,888 in 1978-79), enrollment in the bilingual education program has increased 60% (from 17,500 in 1976-77 to 27,988 in 1978-79).

According to District sources, the bilingual education program currently serves one-third of the 90,000 students who have been identified as coming from a non-English language background. Last year, the Bilingual Census identified 26,164 students as enrolled in bilingual education progams in District G: this represents 81% of the 32,316 bilingual education students enrolled throughout the state for 1977-78. Generally, the majority of students most in need of bilingual education are enrolled in programs, although the District reports that 10% of pupils at the lowest English language proficiency level are not enrolled in programs and an additional 10% of pupils at the highest English language proficiency level are enrolled in bilingual education programs. However, the District indicates that the 10% of students enrolled at the highest English proficiency level does not interfere with State guidelines. The 10% of students at the lowest level who are not enrolled in programs probably attend schools with less than 20 students from the same home language background.

Operating on a voluntary basis since 1971, District G's bilingual education program has received voluntary supplemental State funds since 1971. Funds have increased from $9,643,267 in 1976-77 to $11,000,000 for 1978-79. Local funds also provide support for the bilingual education program and are estimated by the District at $15,000,000 for the current school year.

B. Design/Process

District officials report that the transitional bilingual education program operates in 22 out of the District's 27 subdistricts. Bilingual education teachers number 950 and 196 principals administer programs in 169 elementary schools and 31 high schools.

1. Administration of the Bilingual Education Program

District G's bilingual education program is administered by the Deputy Superintendent of the Field Services Division under the guidance of the General Superintendent of Schools. Twenty-two District Superintendents report to the Deputy Superintendent concerning program management and provide administrative guidance to the participating principals. The principals, in turn, are responsible for implementing the program and carrying out teacher evaluations. Bilingual education teachers and coordinators (if the program warrants a coordinator) are charged with monitoring student progress.

Four other branches of the Board of Education play important roles in the operation of the bilingual education program. The Department of Government Funding Programs has four functions: (1) fiscal management, (2) proposal review, (3) negotiation for funds, and (4) auditing and monitoring the program. The Bureau of Multilingual Education has the function of program coordination and policy. The third branch is the Department of Curriculum and Instruction Services, Bureau of Staff Development. The Bureau of Staff Development provides in-service training and staff development activities for bilingual education coordinators and conducts a yearly needs assessment of the bilingual education program. Currently, the Bureau of Staff Development is translating some criterion-referenced reading tests and developing others in Spanish for the Continuous Progress Mastery Learning program. These tests are projected for completion and should be ready for use at the beginning of the coming school year. Last year, the math criterion-referenced tests were developed in Spanish and they have already been pilot tested. Additionally, this department is working on a new ESL curriculum guide. The fourth office which provides support services for the bilingual program is the Department of Research and Evaluation. In addition to implementing the District-wide testing program for bilingual education students and administering the Multilingual Census, the Department prepares annual evaluation reports concerning the bilingual education program.

2. The Multilingual Census

The Multilingual Census Form (MCF) has been administered to non-English background students in the District for the past two years. Information collected on the MCF is later placed on computer tape; and participating principals receive annual print-outs from the Department of Research and Evaluation. In addition to identifying non-English language background students and indicating those in need of bilingual education programs, the Multilingual Census Form has four other important functions: (1) it contains the Functional Language Assessment (FLA); (2) it classifies students into five English language proficiency levels and four instructional categories; (3) it collects demographic information concerning student, teacher and program variables; and (4) it identifies students who come from a non-English language background who are receiving special education services.

Based on a comprehensive examination of all census information, individual student profiles are formulated and decision rules are applied to classify each bilingual education student into one of four instructional categories:

- Category A - The student has acquired very few English language skills--does not understand spoken English and cannot meaningfully respond in English. The student receives an educational program that presents most of the instructional content in the native language along with instruction in English as a second language.
- Category B - The student has acquired some English language skills--to some extent can understand and communicate in English--but may have difficulty understanding instruction and conversation in English. Half of the instruction is presented in the native language and half in English.
- Category C - The student at this instructional level comprehends most of what is said in English and can communicate fairly well but not as well as native English speakers. The pupil receives

most of his/her content area in English with continuing support through the child's first language.

- No Program - This student's language ability is equivalent to the native English speaker. Therefore, the student can perform adequately in a regular English classroom.

Demographic information that is collected on the MCF includes data on the following: student ID number, instructional level, birthdate, sex, birthplace, non-English language spoken at home, average minutes per day of instruction in English and home language, attendance, bilingual education program model, home language performance, and Continuous Progress instructional levels in reading and math.

3. Entrance and Exit Criteria

The 1978 decision rules, approved by the Office of Civil Rights, and formulated by the Department of Research and Evaluation, outline several sets of criteria that should be used for a student's entry into the bilingual education program and proper instructional placement. Among the measures that are cited in the decision rules are:

- Information from the MCF that includes the FLA
- Teacher ratings of student proficiency levels and instructional needs
- Results from a student's Iowa Test of Basic Skills (ITBS) reading comprehension section
- Continuous progress reading level
- Age
- Length of time in the District's school system
- (For high school) Performance on the Minimum Proficiency Skills Program Test (MPSP) as well as the MCF

Interviews with District officials as well as principals and bilingual education teachers at a sample of three high schools and 12 elementary schools, revealed that the major criteria for entrance into the bilingual education program are the Multilingual Census Form and the FLA. Additionally mentioned criteria are bilingual education teacher judgment and referral by other teachers. District officials and principals placed a greater emphasis on the MCF, while bilingual education teachers reported more reliance on their own judgment and the opinions of cooperating teachers.

While there was a consensus of opinion regarding entrance into the program, the sampled bilingual education program personnel reported conflicting information regarding exit from the program. At the District level, it was stated that the main criterion for exit from the program was the FLA. Next year, the exit criterion will be Mastery level in reading for a student's age cycle. Mastery level is assessed through criterion-referenced tests that are geared to 273 key objectives taught by a student's teacher through the Continuous Progress Mastery Learning Program curriculum guides.

At the sampled elementary schools, principals and bilingual education teachers differed in their responses regarding exit criteria. While half the principals reported the FLA as the major exit criterion, two-thirds of the bilingual education teachers stated that teacher judgment was the most important factor. Only one-third of the principals mentioned reading mastery at age level as the exit criterion. Remaining teachers and principals mentioned a combination of teacher judgment, the FLA, the ITBS and the James Test of Language Dominance.

One of the reasons for the difference of opinions with regard to exit criteria, according to District officials, is the fact that a change has taken place during the past year. Up to and including this year, exit from the program was based upon a classification of English language proficiency Level III or above on the FLS. This year, the guidelines have been changed to specify that the exit criteria will be based on a student's English reading scores. When a bilingual education student reads English at a level comparable to his or her English-speaking peers, exit from the program will take place. Implementation of this guideline will take place during 1979-80.

For the interviewed principals and bilingual education teachers at the high school level, two out of three mentioned that the results of the Minimum Proficiency Skills Test were used to determine exit from the program.

Remaining principals and teachers mentioned teacher judgment, the FLA, the ITBS, and completion of all available bilingual education courses.

4. The Transition Process

According to District guidelines, a bilingual education student undergoing the transition process should move through instructional categories A - C and gradually receive a diminished amount of home language instruction as his/her English language proficiency increases.

Parallel with an increase in a bilingual education student's English proficiency, as the transition process unfolds, is the learning of conceptual skills - first through the student's native language and later in English.

Interviews with bilingual education teachers at the sampled elementary and high schools revealed that a comprehensive view of the transition process does not exist. At the elementary school level, half the interviewed teachers reported that the amount of time in the home language decreases as English language proficiency increases. The remaining half of the bilingual education teachers stated that the learning of conceptual skills in English is the key factor in the transition process.

Conceptual skills that should be learned during the transition process include, at a minimum, reading and comprehension in English. Most bilingual education teachers reported using the student's home language as a conceptual base in the early stages while they introduced English phrases and elementary reading concepts. The teachers reported that the next step was an emphasis on reading and comprehension in English and, finally, the introduction of writing skills.

One illustration of the transition process came from an elementary school. Here, the bilingual education teacher reported that it takes about a year to begin comprehending and building an English vocabulary, provided the student can first express himself/herself well in the home language. Six months is seen as a critical point; if the student adequately comprehends English at the end of this initial period, good progress is likely to continue. Procedures that are used for transition at this school are building a student's English language proficiency through ESL or the English language arts program while simultaneously increasing conceptual skills through the Continuous Progress Mastery Learning Program.

At the high school level, the transition process was reported to be similar to that of the elementary school level. One bilingual education teacher reported that the percentage of English instruction increases with a student's English language proficiency. A second teacher reported that the transition process is characterized by a shifting emphasis from oral to written English. The third bilingual education teacher stated that no transition process is in operation at the high school. Rather, bilingual education students in the 11th and 12th grades are automatically transitioned out, while the transition of the 9th and 10th graders is dependent upon the availability of bilingual education personnel.

5. Teaching Methods Used

As illustrated by Exhibit G.2, nearly all the observed classrooms (10 out of 12) at the elementary level are using the self-contained program model. This figure may be high due to the fact that the self-contained model is used more heavily in grades K-2, where many of the sampled classrooms were found. The 1978 Evaluation Report contains a similar finding where 50% of a sample of bilingual education teachers reported using the self-contained model.

In the typical self-contained classroom a student learns all subject matter in the same room from the same bilingual education teacher. In one observed class, a self-contained model was used, but the primary instructional role was handled by a team of teachers rather than one teacher. At two other elementary level schools, a pull-out model was used; in this model students typically spend part of their school day with the bilingual education teacher and the remaining portions in all-English classrooms. At the high school level, all three bilingual education teachers reported using the departmentalized progam model; in this model a bilingual education student receives specialized instruction in content areas through his/her home language from a variety of teachers.

Exhibit G.1 shows a breakdown of the three English proficiency levels for students in the fifteen observed classrooms and for all classrooms taught by the observed teachers. It is worth noting in the following discussion of instructional strategies that all but a few students in the observed classrooms were classified in instructional categories A and B. Only two students were observed in instructional category C. This seems to indicate that all students were members of the target population since all but two were in the categories most in need.

6. Elementary Classrooms

All but one of the 12 interviewed bilingual education teachers stated that their classroom approach is flexible and depends upon the individual needs of the bilingual education students. As a general rule, bilingual education classes appear to be divided into groups according to reading and math levels. At one school, a peer teaching concept is used in conjunction with individualized grouping. Lessons are given in Spanish while English is used to review the students' work. ESL is taught in the afternoon with the help of an aide.

Thirty to forty minute classroom observations were conducted at each of the 12 elementary schools visited. Results of these observations follow:

- In approximately two-thirds of the classrooms, the primary language used was the home language during the observation period. Only one classroom was observed in which both English and the home language were spoken. In that case, each language was used for about one-half of the observation period.
- In general, the bilingual education teachers were more likely to use English than their students. Teachers spent an average of 29-39% of their time speaking English to their students. Students spent an average of 0-19% of their time speaking English to the teacher. Range was 0-100%.

- Approximately one-half of the observed elementary level classrooms contained a student, teacher, parent or teacher's aide. The remaining classrooms were taught by a single, bilingual education teacher.
- In one-third of the observed elementary schools, it was reported that teachers praised the students. Although praise was not specifically mentioned for the remaining two-thirds, interviewers described the students as motivated, receptive, and possessing good self-concepts.
- All the observed classrooms were well organized and the teachers were observed using a variety of materials and instructional approaches. In one observed classroom, parents were on hand to aid their children. In a kindergarten class, the children brought toys from home and related stories concerning the toys.

7. High School Classrooms

Classroom observations conducted at the high school level revealed a positive relationship existing between bilingual education teachers and students. Teachers were organized, enforced discipline, and appeared knowledgeable concerning their subject matter. In turn, students were motivated, responsive and demonstrated a sense of trust in their teachers and peers.

The following characteristics were reported from the classroom observations at the high school level:

- For all observed classes, the bilingual education teacher taught the total class rather than providing individualized or small group instruction.
- Both teachers and bilingual education students spent an average of 0-19% of the classroom observation period speaking English while subject matter in science, math and history were being taught.
- No aides were present in the three observed classrooms.

Due to the small size of high school sample these observations are by no means conclusive. However, they agree with findings stated in the "Bilingual Program Evaluation Report: FY78".

- Only 36% of the classrooms observed for a study were divided into small groups,
- Math and content area instruction is most likely to occur in the home language, and
- The typical classroom is taught by one teacher without an aide.

8. Subjects Taught, Minutes of Instruction

District G's elementary schools follow guidelines from the Board of Education concerning weekly time distribution in curriculum areas. Six basic curriculum areas are mandated for the three elementary educational levels (primary, intermediate, and upper): (1) language arts, (2) mathematics, (3) social sciences, (4) natural and physical science, (5) fine arts, and (6) health, P.E. and safety. As a student moves from primary to intermediate and then to the upper levels, the daily time spent in language arts decreases (160 to 80 mins.) and the time in subject areas increases (20 to 40 mins.) except for health, physical education and safety, which remains the same. (40 - 50 minutes)

Concerning the teaching of a second language, the weekly time distribution sheet specifies: "Where English and another language are taught, the maximum for Language Arts is to be used." The maximum time ranges from 180 minutes at the primary level to 90 minutes at the upper elementary level.

At the elementary school level, seven out of twelve bilingual education teachers reported that the students receive the state-mandated 90 minutes of home language instruction per day (range was 30 to 200 minutes per day). Three elementary level bilingual education teachers reported giving 30 minutes per day of home language instruction; one teacher reported 45 minutes; and one teacher did not respond. The number of minutes of instruction in English language arts and ESL (most often combined as one subject area) is more varied. The schools reported an average of 50 minutes per day of English language instruction, with a range of 30 minutes to 105 minutes.

The elementary schools indicated an average of 20 to 25 minutes per day in other subject areas for the bilingual students with the content areas paralleling the all English curricula.

9. Length of Time Students Remain in the Program

For the elementary school level, 50% of the bilingual education teachers stated that bilingual education students average 2 - 3 years in the program before transitioning, assuming average ability and entrance at instructional level A. One quarter of the teachers reported an average length of time in the bilingual education program of three years, and an additional one-quarter reported four years. At the high school level, the bilingual education teachers were evenly divided between two and three years as the average length of time students remain in the program.

Factors affecting a student's length of time in the program, according to District and school officials include:

- child's age,
- parents' educational level,
- home environment,
- socio-economic status,
- motivation,
- length of time in the U.S.,
- teacher preparation and attitude, and the
- child's skills in the home language.

10. Teacher Characteristics and Staffing Patterns

The District reports that staffing of bilingual education teachers in the program is contingent upon the number of students in need of services. The number of students in need of services is dictated annually by the District-wide Multilingual Census. Bilingual education teachers are recruited through formal and informal sources and must first meet the requirements for District certification through the Board of Examiners. Then, the District follows State guidelines regarding endorsement procedures in order to ascertain fluency

In both English and another language. Bilingual language endoresement is also being provided by the Board of Examiners.

According to the "Bilingual Program Evaluation Report: Fiscal Year 1978", a sample of the Districts' bilingual education teachers revealed that three quarters of the teachers were endorsed in bilingual education; one-third had regular teaching certificates; and two-thirds were full-time basis or non-tenured teachers (FTB's). Over the past year, according to the report, the percentage of FTB's has declined slightly while the percentage of regularly certified teachers has increased.

Supplementing the bilingual education teachers in the district are teacher aides, student teachers and parent aides. Bilingual coordinators are provided by the District at the rate of one coordinator for every 200 students at the high school level and one coordinator for every ten teachers at the elementary level.

11. Parent Perception of the Program

For this study, ten parents who participate in a District level Parent Advisory Committee were interviewed as a group. All the interviewed parents with children participating in the bilingual education program indicated that they are strongly in favor of bilingual education in general and the District's program in particular. The bilingual education teacher is the program's most important asset, in view of parents and students alike. With the assistance of the bilingual education program, parents are able to communicate with teachers in their home language and students are able to learn English and find rewarding jobs. The interviewed parents take pride in the program and report that the goal of educating a child in two languages is worthwhile. One parent explained this point of view succinctly: "You have two people in one if you speak two languages."

Bilingual Parent Advisory Meetings are held bi-monthly at participating schools. Attendance at the meetings is good and parents indicate that they do have a voice in school policy decisions, the hiring of bilingual education teachers, and the day-to-day classroom activities of their children. At one school, a special room has been allocated for the parent's use. Here, the parents are free to use the room as a home-base during the hours the school is in operation to confer with teachers, aid the bilingual education teachers with classroom activities and help out in the lunchroom.

Concerning their children's progress in both English and the home language, the parents feel that their progress is good in both languages.

The District's parents had a number of suggestions concerning areas of improvement of the bilingual education program:

- Increased support from the Districts principals
  Approximately three quarters of the parents stated that support for the bilingual education program is lacking from principals. Lack of support leads to diminished parental involvement in the program and ultimately can cause the bilingual education students' progress and self-esteem to decrease. In three schools, the parents reported that they have been actively discouraged from conferring with the principal, teachers or both, concerning their childrens' progress.

- More home language instruction
  In general, the parents report concern that the students are being overly pressured to learn English and are not receiving the State mandated 90 minutes of home language instruction. This supports the "Bilingual Program Evaluation Report: FY 78" finding that indicates 40% of the parents desire more home language instruction for their children.

- More materials, field trips
  Unanimously, the parents reported that the bilingual education program suffers from a lack of materials, supplies, and audio-visual equipment as compared to the District's all-English classrooms. In the estimation of parents, more field trips and culture-related events should be made available to the bilingual education program students. Events such as these would serve to increase the self-esteem of the students.

- Other

A minority of interviewed parents reported the following needs, with regard to the bilingual education program: (1) clearer, more equitable, transitioning procedures; (2) more parental input regarding the decision to transition a student; (3) eradicating the equating of bilingual education with remedial education; (4) eliminating the feelings of isolation on the part of the bilingual education students; (5) working to eliminate cultural prejudices on the part of the principals, all-English teachers and the general student population.

C. Outcomes/Results

1. Number of Students Transitioned

Twelve elementary and three high school level bilingual education teachers were asked to estimate the number of students transitioned during the 1976-77, 1977-78, and 1978-79 school years. It was difficult to obtain information for the 1976-77 school year because few teachers have been in the bilingual education program that long. For 1977-78, the elementary level teachers reported a total of 106 transitioned students and two out of three responding high school level teachers reported a total of 114 students transitioned.

During the current year, the elementary teachers will transition a total of 56 students and the high school level teachers report a projected transition of 91 students. Comparing the total of 147 students to the total enrolled students reported by the teachers of 499, we obtain a projected 1978-79 transition rate of 29.5%.

2. Changes in English Proficiency, Home Language Proficiency

Asked to assess the progress their average bilingual program students are making in English language arts, elementary school bilingual education teachers indicated that the students are making:

- Good to excellent progress understanding English.
- Good progress speaking English
- Good to some progress reading English
- Some progress writing English

Progress in the home language was also assessed "good" by the elementary bilingual education teachers.

High school bilingual education teachers indicated that their average students are making "good" progress in understanding and speaking English while their progress was "some" to "good" in reading and writing the language. For progress in the home language, the high school teachers responded in the same fashion as the elementary teachers with "good".

Bilingual education teachers at the elementary and high school levels agreed that a solid background in the home language affects the rate at which English language skills are acquired by the students. In the opinion of the teachers, once a student knows how to decode in the home language, a transfer of skills to English can take place easily and quickly.

3. Academic Performance

Two methods were used to assess students' academic progress: (1) bilingual teachers' assessments of students' academic progress, (2) a random sample of student records (grades, test scores).

For the elementary level bilingual education program students, the majority of the teachers report that their academic progress is "excellent" to "good" in mathematics and "good" in social studies, science, and English language arts. At the high school level, the bilingual education teachers indicate that their students' academic progress is "good" in mathematics, social studies, and science, while progress is only "some" or "little or none" in English language arts.

Factors that were listed by the bilingual education teachers as impacting on students' academic progress include: praise, ability, Title VII teacher aides, motivation, homelife and parental involvement, good attendance, good study habits, positive self-concept, and an adequate command of English.

The second aspect of the assessment of student progress was a review of student records. A total 114 bilingual education student records were examined for this study. Of these, 69 bilingual education students are currently enrolled and 45 have been transitioned.

For the enrolled elementary level students; grades indicate that progress in reading (English) is "good" and writing (English) is "satisfactory" for the majority of students during the two-year period 1976-78. First semester results for 1978-79 indicate that progress in these two areas is "good" to "excellent." Progress in mathematics is "good" for the three-year period 1976-79 and progress in science and social studies is equally distributed between "satisfactory" and "good."

Transitioned students' progress for the three-year period, as exhibited by their grades, shows the majority receiving grades of "good" for reading and writing (English) and mathematics. In science and social studies, the transitioned students' grades are similar to enrolled students with approximately equal numbers getting grades of "satisfactory" and "good."

At the high school level, the enrolled students generally receive grades of "B" to "C" for reading and writing English and mathematics for the three-year period 1976-79. For 1977-78, enrolled students averaged "B's" in both science and social studies but declined in 1978-79 to "B's" and "C's" in science and "C's" in social studies.

The majority of transitioned students at the high school level exhibited "A's" and "B's" across all subject areas for the two-year period 1976-78. For 1978-79, the average across subject areas has dropped to a "B."

4. Attendance

Principals, bilingual education teachers, and cooperating teachers reported that attendance for bilingual education students, both enrolled and transitioned is very good. Most report that the attendance of both enrolled and transitioned bilingual education students is superior to the general student population. An analysis of the sampled student records confirms this view. Although for the current year attendance data was generally not available, the two previous years could be assessed. For both enrolled and transitioned elementary level students an average of 8-11 days missed was found for each of the two years, 1976-77 and 1978-79. The fact that enrolled and transitioned students' attendance records are so similar tends to confirm the opinion of the Districts' cooperating teachers that transition does not affect a bilingual education student's attendance record.

At the high school level, enrolled and transitioned students' attendance records could be compared for the three target years 1976-79. Here, both enrolled and transitioned students averaged 4-7 days absent per year for each of the three years. Again, enrolled and transitioned students' attendance records are similar.

5. Self-esteem

District personnel, bilingual education teachers and cooperating teachers were asked to comment on the impact of the bilingual education program on a student's self-esteem; (a) while in the program and (b) after transitioning. The District reports that based on observation and parental participation, the program has a positive impact on the students' self-esteem. Reiterating this opinion at the elementary and high school level, bilingual education teachers stated unanimously that the students' self-esteem is enhanced through participation in the program.

At the high school level, one teacher indicated that acceptance increased and socio-cultural barriers decreased as a result of the bilingual education program. Also important for the bilingual education students' self-esteem is the availability of native role models, such as teachers, classroom aides, and parent aides.

Cooperating teachers at the elementary and high school level confirmed District reports that bilingual education students' self-esteem continues to rise after transition. Fifty percent of the responding teachers indicate that transition has a positive effect on a bilingual student's self-esteem because the student takes pride in being able to successfully achieve in an all-English classroom. One third of the teachers thought self-esteem was maintained at the same high level. The remaining teachers indicated they didn't know, and one reported self-esteem went down after transition.

D. Major Findings

1. Support for the Program

District G's bilingual education program receives strong support from the Board of Education, parents' groups, bilingual education teachers, and the students themselves. Support could be increased on the part of some of the participating principals in the opinion of the parents.

2. Lack of Materials and Funds

District personnel, principals, and teachers report shortages of funds and materials. A lack of flexibility in the funding system is reported by the District. Suggestions concerning alternate funding strategies include:

- receiving estimated funds in May rather than July, and
- carrying over unexpended funds from one year to the next in the same fashion as allowances made through ESEA Title I funding.

At the school level, principals report that funds are needed for more bilingual education program personnel (including TESL supervisors), supplies, materials, space and more in-service training.

3. District Testing Program

The District indicates that bilingual education students received the following tests in 1978-79: The Short Test of Linguistic Skills (given only to a small number of students), the Iowa Test of Basic Skills, the FLA, the Boehm Test of Basic Concepts, the Primary Attitude Scale, and the criterion-referenced tests that correspond to the Continuous Progress Mastery Learning program.

The Short Test of Linguistic Skills was not found on the cumulative records of the sampled students, nor was the Primary Attitude Scale. For the majority of bilingual education students, results of the ITBS as well as the FLS or FLA were included in the permanent record.

According to District sources, last year's Functional Language Survey (FLS) has been revised during 1978 and is now known as the Functional Language Assessment or FLA. Inter-rater and intra-rater reliability studies, a validity study and an Anglo-norming study were performed on the FLS and led to the development of the FLA. The District reports that the 1978 FLA is a better instrument for assessing a student's oral proficiency in English. A correlation of the FLA to teacher rating has been found to be .84 to .86.

Interviews with the principals and bilingual education teachers revealed that no clear distinction exists between the FLS and the FLA. However, when the principals and teachers were asked to report on the validity and reliability of this test, they reported the following concerns:

- Native English speakers are sometimes misclassified as needing bilingual education.
- The test sometimes indicates transition is needed too early for a particular student.
- The test is difficult and time consuming to administer and decode.
- Language on the test is not specific enough.
- The test is overly-subjective.

Additional tests mentioned by principals and bilingual education teachers include: the Iowa Test of Basic Skills (Level III's); the James Test of Language Dominance; the Boehm Test of Basic Skills; the Minimal Proficiency / Basic Skills Test; the Carrow Elicited Language Test and the Pre-School Language Scale. All but one of these tests were assessed as "fair" to "good" by those interviewed. The Minimum Proficiency of Basic Skills test, administered at the high school level and mentioned as an exit criterion for transitioning from the program, was found to be unsatisfactory in the opinion of three out of six of the interviewed high school bilingual education teachers and principals. In the opinion of these respondents, due to the multiple choice nature of the test, it can be passed without a good comprehension of English.

4. Self Esteem

Although no formal measures were used in this study to assess the self-esteem of bilingual education students, self-concept was assessed indirectly through the testimony of district officials, principals, bilingual education teachers, cooperating teachers, parents, and through classroom observations.

A majority of the interviewees reported that self-esteem is high for bilingual students enrolled in the program and that pride continues to grow after transition as accomplishments in all-English classrooms are manifested. Results from the 15 classroom observations support these views. Bilingual education students are reportedly disciplined, motivated, and take pride in their work. In turn, teachers are depicted as reinforcing good study habits and classroom behavior. Teacher praising of bilingual education students was recorded in one-third of the observations.

5. Achievement of Enrolled and Transitional Bilingual Education Program Students

An analysis of student records for the years 1976-77, 1977-78, and 1978-79 reveals that the typical bilingual education student receives grades of "satisfactory" to "good" across all subject areas. Transitioned bilingual education students typically receive higher grades than do enrolled bilingual education students. At the high school level this trend is the most apparent, with enrolled bilingual education students receiving an average of "B" across all subject areas and the transitioned students receiving an average of "A" for 1976-77 and 1977-78. For the current year, grades appear to have dropped a grade at the high school level for both enrolled and transitioned bilingual education students. However, it should be remembered that the final grades for the current year are not yet reflected in a student's permanent record.

6. Transitioning

Preliminary results of this study indicate that transitioning of bilingual education students is indeed taking place. Our study of 15 schools sampled in the District shows a 1978-79 transition rate of 29.5%. Bilingual education teachers interviewed in the schools were asked to report the number of students already transitioned or projected for transition at the close of the academic year. A transition rate of 8% within the 1977-78 academic year is reported by the District in the "Bilingual Program Evaluation Report: Fiscal 1978." According to this report, the 8% transition rate is probably low due to the fact that most transitioning of bilingual education students takes place between rather than within academic years.

EXHIBIT G.1

English Proficiency Levels of Students in Observed Attendance Centers

English Proficiency Level	# of Students in Observed Class	# of Students In All Classes Taught By Interviewed Teachers
A	181	200
B	161	256
C	2	43
Total	344	499

EXHIBIT G.2

Program Types in Observed Classrooms

Attendance Center	Grades of Children in Observed Classroom	Program Type
01	9th	Departmentalized
02	1st - 6th	Self-contained
03	6th, 7th, 8th	Pull-out
04	10th	Departmentalized
05	1st	Self-contained
06	2nd & 3rd	Self-contained
07	1st - 6th	Pull-out
08	Kindergarten	Self-contained
09	1st	Self-contained
10	1st	Self-contained
11	10th - 12th	Departmentalized
12	1st - 6th	Self-contained
13	1st - 6th	Self-contained
14	1st	Self-contained
15	1st	Self-contained and team teaching

DISTRICT H

A. Context

District H is an elementary district with a low socio-economic status. It is located in an urban area of Illinois. The District's population has increased 36% in the last decade. According to the 1970 Census, its population was 28,500. Presently, the District claims a total population of approximately 45,000. In terms of the stability of this community, 49.2% of the people were reported to remain in the same residence since 1965 by the 1970 Census. However, it is not possible to give an estimate of its current status due to the lack of more updated information.

The bilingual education program in District H is in its fifth year of operation. It has received state funds for transitional bilingual education programs since 1976. Each year the State contributes approximately $120,000 which is two-thirds of the total funds, while the District supplements the remaining third of $65,000.

Enrollment for District H has been dropping slightly over the past three years. For example, the District reports a total enrollment of 3,900 in 1976 as compared to the current enrollment of 3,600. The student body has an ethnic composition of 66% White, 18.5% Black and 15.5% Hispanic. While the number of limited English proficiency children is reported to be 455, only 326 have been identified by the District as being enrolled in the bilingual education program. The remaining 129 students are not enrolled because of the lack of sufficient funds. As pointed out by the District personnel, students with Level IV proficiency are generally not enrolled in the program. The program is mainly designed to improve the English proficiency level of Spanish-speaking children. It is operating in several attendance centers with input from both district and community personnel.

Two elementary and one secondary attendance centers were visited, Interviews were conducted with the District and attendance center personnel. Seven enrolled bilingual education students' records and four transitioned students' records were reviewed at the secondary level.

Exhibit H.1 gives a distribution of the students' English proficiency levels in the observed bilingual education classrooms. In two of the three observed classrooms approximately half of the students are at Levels I & II proficiency while the other half are at Levels III & IV proficiency. A breakdown of the students' proficiency levels is not reported for the third classroom.

B Design/Process

The transitional bilingual education program in District H is administered by the Program Director who is under the supervision of the District superintendent and is accountable to the Board of Education. The Director is responsible for the program's overall design and implementation. Specifically, the Director:

- prepares the preapproval application with the bilingual staff,
- maintains enrollment and test data,
- coordinates state guidelines with different schools,
- maintains liaison with IOE,
- monitors bilingual education teachers' performance, and
- plans meetings with the Parent Advisor Committee.

The students' records are maintained by the bilingual education teachers. The Director is responsible for the yearly student assessment and spot checking particular students from time to time. Teacher evaluations are conducted systematically in this District. Beginning teachers are evaluated four times a year by the Director. Those who have taught more than two years in the District are evaluated twice annually. The principals are involved with the planning and scheduling of the programs in their attendance centers. Generally, they are informed of the programs' daily activities and offer their assistance whenever necessary.

The entrance criteria established for the bilingual education program do not vary from one attendance center to the other. Basically, placements are determined by the student's English proficiency level as indicated by the results on the James Language Dominance Test, bilingual education teacher's assessment and parental approval. All students with Levels I to III English proficiency only participate in the cultural aspect of the program. As pointed out by one principal, the District does not have sufficient funds for hiring additional bilingual education teachers. Consequently, the Level IV students are enrolled in the all-English program for course work and attend any special workshops or lectures which address their cultural history and background.

The transitional process in District H is similar for all three observed attendance centers. When the students reach Level IV English proficiency and are assessed by the bilingual education teacher and other subject area teachers as being capable of functioning in an all-English classroom, they are recommended for transitioning. The students' achievement test scores as well as their English language test scores are factors influencing the decision. Attendance center personnel further emphasize that this transition process is by no means final. If the transitioned students are having difficulties in a particular subject area, bilingual education teachers can provide additional assistance to them.

The bilingual education program in District H is described as an integrated program. Two of the observed attendance centers have adopted an open classroom approach throughout the school. Students of different grades and ability levels attend the same open classroom where different learning centers are set up. In both attendance centers the bilingual education class occupies one corner of the large area. In one observed classroom, 11 second grade students were studyng in small groups on their English lessons. Two aides were available to help them on the worksheets. The teacher allowed each child to work at his/her own pace and gave additional instructions as the children became ready for more work. An equal amount of English and Spanish was used by both the teacher and students. However, the students tended to use Spanish more frequently with the aides than with the teachers. In the second attendance center, a bilingual education math class was observed. The teacher worked with a group of seven 7th and 8th grade students on math problems. The language used was Spanish 90% of the time. The students were reported to be well behaved and focused on tasks despite noises coming from a geography class in the adjoining area.

In the third attendance center, a self-contained bilingual education class was observed. Nine first grade students were receiving an English language arts lesson. The students were seated in small groups around the tables to work on individual assignments. English was used 60% of the time. When students were having difficulties understanding instructions, the teacher always used English first and then Spanish to explain the problems.

All three observed bilingual classes were reported to be pleasant. The students talked freely to the teachers and among themselves. They were afraid to ask questions whenever they ran into difficulties. Students in the open classrooms were able to concentrate on tasks; they did not seem to be distracted by the other activities happening around the classroom. Exhibit H.2 summarizes the program types in all three observed classrooms.

The bilingual education teachers hired in District H have two to five years of experience teaching in the bilingual education program in the District. They are certified to teach bilingual education in the State of Illinois. In addition to native fluency in both English and Spanish, the teachers have to demonstrate sensitivity and acceptance of the students' cultural backgrounds.

The parents interviewed are reported to be satisfied with the program. They view the program as having a positive influence on their children's lives. Although the bilingual education teachers are demanding, their children are doing well in school and have acquired a sense of belonging. The parents have expressed their interest in transforming the bilingual education program into a maintenance program. Apparently, they do not want their children to forget Spanish or their cultural heritage. The group stresses that their children need the bilingual education program to help them maintain their cultural identities.

C. Outcomes/Results

Interviews with both District and attendance center personnel indicate that the bilingual education students are showing progress in most subject areas. The one area in which the students are having some difficulty is social studies. This is due to the amount of English reading required for the course work. In terms of rating the students' progress in English, the District indicates that writing English is a problem area, whereas the bilingual education teachers rate speaking English as the most common problem area.

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When asked to list the factors that influence students' progress, all District and attendance center personnel agree that a good base in home language is important to learning in English. They further stress that if the basic grammatical knowledge is not already acquired in the home language, the students will have to work twice as hard in learning new concepts in English. Teacher's competence and student's motiviation are also listed as important factors. The program personnel point out that the individualized approach adopted in the District enhances the student's progress.

Examination of a sample of eleven students' records for the past three years does not show clear grade improvements from year to year. Bilingual education students' grades for English reading and writing tend to cluster around "A's," "B's" and "C's." However, their grades in math, social studies and science do cover the whole range from "A" to "F." The transitioned students' grades are similar in all subject areas. They tend to be in the average range of "B's" and "C's."

Parents interviewed indicate that the bilingual education program has positive effects on their children's lives. The program personnel also have similar findings. They report that the bilingual education students are proud of their cultural heritage. They like to show other students that they can read Spanish and have no reservations in competing with the mono-English children. Because the program personnel have established good rapport with the bilingual education students, the students have maintained good attendance records and continue to show interest in their school work.

D. Major Findings

The bilingual education program in District H serves 326 students. All interviewed program personnel and parents are reported to be satisfied with the program. They state that the excellent qualifications of their staff, close cooperation between District and community personnel and high student motivation all contribiute positively to the program.

One area of concern that all persons interviewed have is the lack of sufficient funds. Both District and attendance center personnel indicate that the student/teacher ratio is high. They would like to hire additional bilingual education teachers as well as aides who could help to maintain the individualized teaching approach. Funding limitations are also reported to be limiting the amount of bilingual teaching materials and resources that the District can acquire.

Parents of the bilingual education students who are proficient in English would like to have the program extended to a maintenance model. They are concerned that their children may lose their home language proficiency as well as their cultural heritage after enrolling in the all-English program.

The District reports that nine different types of standardized tests are being used to assess the student's achievement in various subject areas. These tests are Stanford Achievement Tests, Stanford Diagnostic Test, James Language Dominance Test, Colman-Anderson Test, Metropolitan Readiness Test, Nelson Reading Test, Scott Foresman Test and Prueba de Evaluacion. Among these, Stanford Achievement Test and James Language Dominance Test are the two that have been administered to the bilingual education students most frequently. One major problem that the District has is the lack of a valid content-area achievement test in Spanish. The District personnel state that it is difficult to measure a bilingual student's knowledge in a content area accurately if the test is only administered in English.

In summary, the bilingual education program in District H not only improves the bilingual education students' academic performance and self-esteem, it also makes the total student body aware of other cultures. One principal states that the program has a carry-over effect on the parents. In one attendance center, three mothers who used to volunteer as teacher aides are now studying bilingual education in college. They hope to work for the District when they receive certification.

EXHIBIT H.1

English Proficiency Levels of Students in Observed Attendance Centers

	Observed Class			All Classes Taught by This Teacher		
	Attendance Centers			Attendance Centers		
	01	01	03	01	02	03
Level I	no response	1	2	no response	4	no response
Level II	no response	3	3	no response	4	no response
Level III	no response	3	9	no response	10	no response
Level IV	no response	—	—	no response	12	no response

EXHIBIT H.2

Program Types in Observed Classrooms

Attendance Center	Grades of Children in Observed Classroom	Program Type
01	2nd	Individualized instruction in an open classroom setting
02	6th & 7th	Individualized instruction in an open classroom setting.
03	1st	Self-contained classroom with small group work

District I

A Context

District I is an elementary District. It is located in a suburban District of high socio-economic status in which approximately 50,000 people reside. This represents an increase of nearly 40% from the U.S. Census reported 1970 population of about 35,000. The Census reported no Blacks and 2.3% Hispanic in this District in 1970. The District now reports that the student body is 93% White, 8% Black, 4% Hispanic, and 2.2% Other, primarily Asian. According to District reports, approximately 50% of the students enrolled in kindergarten complete eighth grade in the District; this is consistent with 1970 Census data that reflected considerable population movement in the area.

Enrollment in District I is declining according to local officials; in 1976-77 there were 8,000 students in the District and in 1978-79 there are approximately 7,200. Although total enrollment is declining, the District reports increases in the number of children in need of bilingual education and the number enrolled. The program is now serving 228 children out of the total number of 318 limited English proficiency students according to District officials. The English proficiency levels of children at the observed attendance centers are displayed in Exhibit I.1. Three bilingual education classes were observed. In the first class, all of the students were of Levels I & II proficiency. In the second class, 60% of the students were of Levels I & II while the remaining 40% were of Levels III & IV proficiency. A majority (86%) of the students were reported to be in Levels III & IV proficiency in the third class and the remaining 14% were of Levels I & II. The children represent a variety of language backgrounds including Tagalog, Korean, Taiwanese, Thai, Japanese, Turkish, Hindi, Gujrati, French, Danish, Hungarian, and Spanish.

In addition to classroom observations, interviews were conducted with the District personnel and personnel at two elementary and one secondary attendance centers. Records of 20 elementary students and 10 secondary students were reviewed. Of the 30 records, none were of transitioned students and 21 belonged to the enrolled students.

District I has operated a bilingual education program since 1974 and has received state support for a transitional bilingual education program since 1976. State funding has risen from $72,000 in 1976-77 to over $100,000 in

1978-79; this constitutes about 54% of the total program funding. Local sources provide the remaining funds.

B Design/Process

The Bilingual Education Program Director is under the supervision of the District superintendent. She is also responsible to the Assistant Superintendent for Support Services. The Program Director works with the bilingual education teachers and the Special Education staff in administering the transitional bilingual education program. Responsibilities of the Director include:

- diagnostic testing and placement of students referred to the bilingual education program
- organizing and working with the Bilingual Parent Advisory Committee
- hiring and supervising bilingual education staff
- providing assistance in developing the instructional program and the curriculum
- organizing in-service training for bilingual education staff

District-wide goals for the transitional bilingual education establish a framework within which each attendance center designs an individualized program to meet the needs of its limited English proficiency students. Program planning involves the entire staff, by means of the principals completing a questionnaire and the bilingual education teachers aiding in the development of program plans. A parent/staff workshop is held to offer parents an opportunity to provide input to the preapproval application.

Children are admitted to the transitional bilingual education program on the basis of referral by a bilingual education teacher or an all-English teacher, parental permission and testing to identify that the child is of limited English proficiency. The District uses the Language Assessment Battery to determine language dominance. The observed attendance centers report using additional tests in some cases, including the James Dominance Test, the Maryville Test of Language Dominance and the Science Research Associates Reading Test (SRA).

The process for transitioning children to an all-English classroom is defined by the District as follows. Test scores and bilingual education teacher judgment are used to determine when a child has reached English proficiency Level III and is achieving at a level commensurate with grade, age and ability At that time a gradual mainstreaming process begins. The student is first placed in an all-English class in one subject, usually math; if this is successful, the child will receive all-English instruction in several additional subject areas in the following semester. Total transition occurs when the student is reading and writing English at grade level. Children who begin at Level I proficiency are reported to remain in the transitional bilingual education program for two to three years if they are of average ability.

Teachers in the transitional bilingual education program are required to possess both a State teaching certificate and a bilingual education certificate. Their language skills in English and the home language must be of native ability. In addition, applicants must show an ability to work with parents and a dedication to teaching. The bilingual education teachers interviewed for the study have between one and five years of bilingual education teaching experience in the District.

A curriculum committee at the District level that includes the Bilingual Program Director provides a basis for integrating the all-English and the bilingual education curricula. At the attendance center level, teachers coordinate their curricula through informal meetings. The two curricula are reported to be basically similar although the bilingual education curriculum includes additional subjects such as ESL, and reading and language arts in the home language.

Contact between the bilingual education teachers and the cooperating teachers varies somewhat by attendance center. One attendance center reports using a form that provides the cooperating teacher with detailed information about any bilingual education student placed in an all-English class. Weekly meetings between cooperating and bilingual education teachers are reported in several attendance centers as a means to discuss student progress and to coordinate the curricula. Contact is more frequent concerning children who are still enrolled in the bilingual education program than for children who have been fully transitioned, although meetings about transitioned students are reported to be held when necessary.

The bilingual education teachers interviewed indicate that they provide instruction in English reading and reading in the home language, also ESL, mathematics, science and social studies. The three teachers also cover language arts in English and the home language. Much of the instruction is provided in small groups with children grouped by ability levels in the subject area. Exhibit I.2 provides a summary of the instructional methods used in the observed classrooms.

During the observation period, one classroom contained a teacher and an aide; in two classrooms the teacher was the only instructor. The teacher, and the aide in one case, worked with a small number of students in one part of the classroom while the remaining students were engaged in individual work at their seats. One observed class was conducting a lesson entirely in English; this class contained students who were primarily Level III English proficiency. The other two classes were conducted in both English and Spanish; one was a special class for children who have recently immigrated and need intensive help.

The bilingual education program has a parent involvement component. Parents' ideas are solicited for the preapproval application and their participation is regarded as an important means of maintaining good community relations. Parents are reported to frequently attend meetings with teachers and participate in classroom activities but few parents attend PTA meetings or the parent advisory committee.

The parents interviewed are divided in their opinions of the transitional bilingual education program. Hispanic parents indicate their children are progressing very well, the teachers are highly qualified and the program is responsive to their cultural expectations. Parents of other nationalities express appreciation for the help their children are receiving but indicate that more should be done. These parents state that the children would progress more rapidly if the teachers demanded more; they assert that an ESL approach emphasizing rapid assimilation and transition would be preferable.

C. Outcome/Results

District and attendance center personnel report that the students are making good to excellent progress in attaining English proficiency; District personnel indicate that younger children are making more rapid progress than older children. Home language proficiency and the parents' education and verbal skills are considered important influences in the children's English proficiency. The sampled student records indicate that enrolled students have generally received "B's" and "C's" in reading and writing English.

The children's achievement in math, science, social studies and home language arts are rated as excellent by District personnel. Attendance center personnel rate their achievement as good to excellent, and cooperating teachers report that many of the children are performing at a level commensurate with their age, grade and ability. A wide variety of explanations for this level of achievement are offered by attendance center staff; there is some agreement that student motivation and parental support are important factors. The sampled student records at both the elementary and secondary levels indicate students are generally receiving "B's" and "C's" in these subjects.

The enrolled students are reported to have good self-esteem and good attendance. Attendance is similar to that of the total student body. A review of the sampled student records reveal that most students are absent seven or less days per school year.

The District reports transitioning approximately 10% of the students enrolled in the transitional bilingual education program in both 1976-77 and 1977-78; this represents 18 students the first year and 25 the second year. This year the District expects to transition 40 students or 18% of those enrolled. Transitioned students are reported performing generally at age, grade and ability level, especially the younger students. The grades of the sampled students have risen slightly at the elementary level from primarily "B's" and "C's" in previous years to a mixture of "A's", "B's", and "C's" in 1978-79. There is no apparent trend in the sampled secondary students' grades which have been "A's", "B's", and "C's" in each of the three years. Transition is claimed to have little negative effect on their self-esteem, although initial shyness or insecurity is occasionally noted. There is no consensus concerning the effect of transition on attendance.

D. Major Findings

District I conducts an annual District-wide student testing program using the SRA Survey for Achievement. This test is also administered to the students enrolled in the transitional bilingual education program, although several respondents claim it is only valid for those students whose English proficiency is Level III or above. Most of the sampled bilingual education student records indicate SRA test scores, and many of these students have been tested two or three times. Although other standardized tests do not appear on the sampled cumulative records, the District reports using the Language Assessment Battery to determine whether a child should be enrolled in a bilingual education program. In addition each attendance center indicates the use of some tests not required by the District to measure achievement and language proficiency.

There is considerable District guidance concerning the bilingual education program, as demonstrated by the approach to testing. The same pattern of individualized programming at each attendance center within a District-wide structure is reflected in curriculum planning, transition procedures and other aspects of program management.

There is a strong transitional emphasis in District I's bilingual education program. District procedures emphasize gradual transition as soon as a child can understand enough English to achieve in an all-English classroom. Children are initially placed in an all-English setting for instruction in one subject; as they demonstrate ability to achieve in this setting, additional all-English instruction is scheduled.

Several variables seem to affect achievement in the transitional bilingual education program. Achievement varies by age according to District officials who report that the younger students are progressing more rapidly than the older students. Another variable that may affect achievement is the student's home language. The enrolled students have diverse linguistic backgrounds, but the observed classrooms were oriented to serve primarily Spanish-speaking children.

EXHIBIT I.1

English Proficiency Levels of Students in Observed Attendance Centers

	Observed Class			All Classes Taught by This Teacher		
	Attendance Center			Attendance Center		
	01	02	03	01	02	03
Level I	1	2	1	3	5	13
Level II	4	4	2	4	4	9
Level III	0	4	18	10	7	37
Level IV	0	0	1	0	0	4

EXHIBIT I.2

Program Types in Observed Classrooms

Attendance Center	Grades of Children in Observed Classroom	Program Type
01	1st - 6th	Self-contained classroom with children grouped by ability and level III students mainstreamed for some subjects
02	7th & 8th	Pull-out program where children receive intensive help in translating course materials presented in the all-English classroom
03	1st & 2nd	Small group instruction

DISTRICT J

A. Context

The site visit in District J involved interviews with District officials and visits to two elementary schools and one junior high school. In addition a sample of student records was reviewed including records of 16 students currently enrolled in the bilingual education program and five students who have been transitioned to an all-English classroom.

District J is found in a suburban area of high socio-economic status. According to the 1970 Census, there were 14,500 residents in the community in 1970, including nine Blacks and 828 Hispanics. District officials report a current population of approximately 14,000 individuals. Census data indicate that 45% of the individuals reporting in 1970 were living in the same residence in 1965. District officials now report considerable movement within the population; they estimate that 20% of the students complete grades K - 8 in District schools.

District officials indicate that total enrollment has declined from 2,695 students in 1976-77 to 2,425 students in 1978-79. However, the number of students enrolled in the District's bilingual education program has risen from 95 in 1976-77 to 142 in 1978-79. The ethnic composition of the student body is reported by District officials to be: 82% White, 1% Black, 15% Hispanic and 2% other.

The students in the bilingual education program are usually Spanish speaking. Approximately 70% of the students taught by the interviewed teachers are at English proficiency Level I or II and 30% are classified as English proficiency Level III or IV; this distribution is shown in Exhibit J.1.

District J has had a bilingual education program for approximately 12 years. The District has received State support for a transitional bilingual education program since 1976. For the current school year, the State has allocated approximately $84,000 for District J, and the District has allocated about $47,000.

B. Design/Process

The District Superintendent has ultimate responsibility for the District's educational program including the transitional bilingual education program. The Bilingual Program Director reports to the District Superintendent.

The Bilingual Program Director presently has other responsibilities in the school District including director for gifted students, director of the migrant program, and a disciplinary hearing officer. Duties as the transitional bilingual education Program Director include:

- planning the bilingual education program for future fiscal years
- meeting with the bilingual education program staff
- approving budgets
- filing of bilingual education program claims
- monitoring the program to insure it is being run well.

Due to budgetary constraints in the 1979-80 school year, it is anticipated that the position of Program Director will be eliminated. As of the time of the visit, it was planned that the responsibilities of the Director would be transferred to other individuals who would report directly to the District Superintendent.

The Program Director, principal and bilingual education teachers all have input into the preapproval application process. The Program Director is responsible for administering a needs assessment for future years. In the participating schools, the principal gives feedback to the Director on the needs assessment, and the bilingual education teachers are responsible for collecting census data to determine staff needs as well as materials needed.

The bilingual education teacher is given discretion in monitoring the students' progress and achievement through personal observation and any tests the teacher wishes to administer. Each school principal monitors teacher performance through written annual performance reviews for teachers with tenure, and two written and one informal performance review for non-tenured teachers.

Entrance criteria into the transitional bilingual education program are based largely on an evaluation by the bilingual education teachers. Final decisions are made by teacher recommendations to the principal. Students are admitted into the program after a conference is held with the parents and parental permission is given.

Exit criteria are also left to the bilingual education teachers's discretion. The teacher usually uses the Language Assessment Scales and Inter-American Test of Reading Skills to help in making the final transitioning decision. Several respondents mention the three year mandate as an exit criteria from the transitional bilingual education program.

The transitional process varies somewhat by attendance center. One respondent indicates that when the teacher feels the student is ready, the child is placed in all-English classes. If the student is not able to perform well in this classroom he/she is returned to the program. Another attendance center reports that the student is placed in the all-English classroom with thirty or forty minutes of support from the bilingual education program per day. The third attendance center indicates there is no standard transition process, instead the student is placed in all-English classes when the teacher feels time is appropriate.

The school District recruits bilingual education teachers from colleges and universities in the State. Many of the teachers come from a neighboring college. Before an applicant is accepted by the District the person must have a teaching certificate, take a Spanish competency test, and be interviewed by the District Superintendent and other bilingual education teachers.

Attendance center personnel indicate that classes are designed around the State mandates for required minutes in each subject, with ninety minutes in the home language and thirty minutes in English. Attendance center personnel report no major differences between the all-English and bilingual curricula expect for increased emphasis on the home language culture in the bilingual education program.

Contact between bilingual teachers and cooperating teachers varies in frequency. Some respondents report regular meetings and transfer of student records as well as informal discussions to coordinate curricula. Others indicate limited contact particularly when students are transferred from the elementary level to the junior high level.

The transitional bilingual education education program in District J is best described as a magnet pull-out program, with one-half day spent in the bilingual education classroom and the remainder of time spent in the student's home school. The District maintains bilingual education classrooms at two elementary schools and one junior high school. Instructional strategies in the observed classrooms are summarized in Exhibit J.2.

During the classroom observations, children were generally working in small groups. Two of the three observed classrooms included a teacher and an aide; one contained only a teacher. Two of the three teachers were primarily speaking in the students' home language, with children replying in the home language as well. Although one observed teacher was conducting instruction primarily in English, the children responded largely in the home language. The students related well to their teachers and volunteered enthusiastically to answer questions and perform assignments.

Parent involvement occurs primarily with respect to meetings with bilingual education teachers. The parent advisory committee is not active and few parents attend PTA meetings or other attendance center functions. Nevertheless, parents interviewed speak highly of the transitional bilingual education program. They report that their children are making good progress in school. Parents indicate that qualified teachers are the most important factor in helping their children learn, but audio-visuals and planned activities are also very important. They suggest that the District hire more bilingual education teachers because there are children in the community who cannot get into the program, particularly the pre-school classroom.

C. Outcomes/Results

District personnel assert that some to few students in the transitional bilingual education are achieving at a level commensurate with their age, grade and ability. Among transitioned students it is reported that most students are achieving at or above a level commensurate with their age, grade and ability except in the area of social studies. The District notes that there are no criteria to measure bilingual education students' progress, but factors that affect transitional students' achievement are:

- how the child feels about himself/herself
- cultural expectations
- child's values toward education
- teacher expertise.

The transitional bilingual education students are reported making good progress in understanding speaking, reading and writing the English language. Student gains in English are attributed to the rapport the teacher has with students. Teachers indicate that if a student has good language concepts in Spanish, the transition to English is made more easily. Grades for enrolled students in reading and writing English are "satisfactory" or "excellent" at the elementary and junior high school levels.

Students are reportedly making good progress in subject areas including mathematics, social studies and science. Grades for the 1978-79 school year are not yet recorded on most of the sampled student records. At the elementary level, sampled student records contained a grade of "satisfactory" or above in all subjects in 1977-78, although several students received a "below satisfactory" grade in math. At the secondary level, students generally received "satisfactory" or higher grades in all subjects in 1977-78. Grades for the sampled transitioned students records are similar to those of the enrolled students.

Student attendance is reported to be similar to that of the general student body. Sampled records indicate that many students are absent seven or less days per school year. Several students had more than 16 absences per year, and District officials report that some students leave the District for extended Christmas holidays.

The transitional bilingual education program is considered important in promoting the children's self-esteem. Several staff members indicate that starting the child in a bilingual education kindergarten program is especially helpful.

District officials do not provide data on the nunber of students being transitioned. Two of the attendance centers report transition of three students, or 2.9% of those enrolled, in 1976-77; six students transitioned, or 5.4% of the enrollment, in 1977-78; and 11 students, or 10.7% of those enrolled, in 1978-79. Transitioned students are reported to have good self-esteem, particularly if they have been well prepared.

Attendence center officials do note that the workload is difficult for students immediately after transition.

D. Major Findings

District J conducts testing of all students to measure achievement; not all tests are administered to bilingual education students, however, because they are not considered valid or reliable for children of limited English proficiency. The tests most commonly found on the sampled student records are:

- OLMAT
- Inter-American Series
- Language Assessment Scales

Although these tests have assisted teachers in measuring the progress of the bilingual education students, teachers assert that student achievement could be better measured by tests in Spanish.

Funding constraints are reportedly affecting management of the transitional bilingual education program. The Program Director has several responsibilities in addition to managing the bilingual education program and the Program Director's position may be eliminated entirely in the future.

The bilingual education teachers have developed close ties to the limited English proficiency community in the District. This has strengthened the relationship between the parents and the attendance centers. The addition of teacher aides has given the teacher more time for community relations. Consequently, District J would now like to activate the parent advisory committee.

District J identifies several aspects of the program that need to be strengthened. Coordination between the elementary level bilingual education program and the junior high level bilingual education program should be improved to assure a smooth transition between elementary school and junior high for students of limited English proficiency. Greater coordination between the home school and the magnet bilingual attendance center is considered desirable to ensure that enrolled children receive all required instruction. An alternative solution being metioned is provision of bilingual education classes at more schools to eliminate bussing to a magnet school for bilingual education. District and attendance center officials also recommend that a social worker be hired if funds are available to help the bilingual education students and their families adjust to their new community.

EXHIBIT J.1

English Language Proficiency Level of Students in Observed Attendance Centers

	Observed Classes			All Classes Taught by This Teacher		
	Attendance Centers			Attendance Centers		
	01	02	03	01	02	03
Level I	3	3	6	6	18	12
Level II	8	12	6	8	6	12
Level III	8	4	6	13	6	6
Level IV	0	0	0	5	2	0

EXHIBIT J.2

Program Types in Observed Classrooms

Attendance Centers	Grades of Children in Observed Classrooms	Program Type
01	7th & 8th	Eclectic method depending on student needs, individualized instruction and grouping of children by ability
02	1st & 2nd	Half-day pull-out program; children grouped by ability
03	pre-kindergarten	Small groups and independent study alternating with free play and other activities

DISTRICT K *

A. Context

District K is a unit District located in a low socio-economic community. Its population has dropped from 51,000 to 40,000 since the 1970 Census. Despite its population decrease, the District is classified as a stable community. According to the 1970 Census, 52.2% of the population remained in the same residence since 1965. Currently 80% of the students are reported to remain in the District from kindergarten to eighth grade.

Enrollment statistics for District K are not available for 1976 and 1977. For 1978, District officials report the total enrollment as 8,100, with an ethnic composition of 55.2% White, 43% Black and 1.8% Hispanic. The number of limited English proficiency students is 104; 64 are identified by the District as being enrolled in the bilingual education program.

One elementary and one secondary attendance center are visited in this District. In addition to interviewing District and attendance center personnel, 10 elementary and 10 secondary students' records are reviewed. Of the 20 records, 14 records belong to the enrolled bilingual education students and six are those of the transitioned students. Exhibit K.1 gives a distribution of the students' English proficiency Levels in the observed bilingual education classrooms. In both classrooms, one third of the students have Level I and II proficiency and two-thirds have Level III and IV proficiency

The bilingual education program is in its sixth year of operation. It has been supported by State, and local funds since 1976. For FY 79, the program receives $28,300 from the State agency and $6,500 from local funds.

B. Design/Process

The transitional bilingual education program in District K is administered by the Bilingual Education Program Director who is under the supervision of the District Superintendent and accountable to the Board of Education. Moreover, the Director implements the program with close cooperation from the principals. He is responsible for:

- developing and overseeing program design;
- coordinating program activities between the District and the parents
- maintaining liaison with State agency
- monitoring teacher performance

The principals are responsible for the day-to-day operation of the bilingual education program in their attendance centers. They have input in the overall scheduling of the programs and are actively involved in the hiring of bilingual education teachers. Their additional responsibility is to monitor the bilingual education teachers' performance as part of the overall teacher evaluations. The students' enrollment records, test data, and achievement scores are maintained by the bilingual education teachers. At the end of each year, this information is transferred to the District as part of the student's permanent record.

Entrance to District K's transitional bilingual education program is based on six elements. These elements are:

1. Bilingual Syntax Measure test results
2. Prueba de Lectura and results
3. Stanford Achievement Tests and results
4. Home Visits
5. Ginn Reading Tests and results
6. Bilingual Education and Subject Area Teachers' Assessment

Students with Level I to IV English proficiency are enrolled in the bilingual education program. Those with Level I proficiency spend an average of three years in the program before they are transitioned to the all-English program.

The decision of transitioning is determined by a student's classroom performance in all subject areas, achievement test scores, bilingual education teacher's assessment, and parental agreement.

The bilingual education program is described as a pull-out program. In the observed elementary attendance center, the students receive 45 minutes daily instruction in Spanish reading and language arts, 15 minutes daily instruction in mathematics, and 30 minutes weekly instruction each in science, social studies, and art. They also have 30 minutes daily instruction each in English language arts and ESL. The observed secondary attendance center does not give instruction in Spanish. It is reported to have a pull-out tutorial program in Spanish. In the observed classroom, four 9th grade students were studying different subjects. The teacher worked with the students individually on the subject areas that required assistance. Spanish was used 75% of the time. The students were much older than the average 9th graders and had considerable difficulty in their school work. The second observed classroom was a kindergarten class; thirteen kindergarten students were studying Spanish language arts. The teaching format used was a combination of total group lecture and small group work. The teacher taught spelling and pronunciation first and then the students broke up into three small groups to work on coloring activities. An equal amount of Spanish and English was used by the teacher but the students tended to respond in Spanish 65% of the time. The classroom was decorated with posters and clippings which reflected the students' cultural background. See Exhibit K.2 for a description of program types in the observed classrooms.

The bilingual education teachers interviewed have one to two years of teaching experience in the bilingual education program. A third teacher is reported to have eight years of experience though he/she was not interviewed. The teachers are required to have bilingual certification from Illinois. In addition to native fluency in English and Spanish, they have to demonstrate sensitivity and awareness in the students' cultures.

The bilingual education teachers maintain regular contact with the cooperating teachers. In addition to weekly staff meetings, they are reported to meet as often as necessary to discuss the students' progress and needs in each subject area. When the students are transitioned, formal contacts are made to introduce the students to the receiving teachers. Regular contact is maintained after transitioning. The bilingual education teacher continues to follow the students' progress at the weekly staff meeting and helps to assure that the transition process is a smooth one.

The parents interviewed are reported to be pleased with their children's progress. They view the program as being instrumental in maintaining their children's home language proficiency. One parent is interested in the possibility of returning to Mexico; therefore, he wants his children to speak Spanish well. Other parents report measurable differences in academic grades between their children who are enrolled and those who are not enrolled in the program. Aspects of the program that the parents view as important to their children's school success are teacher's personality, Spanish books, and educational tools.

C. Outcomes/Results

The District indicates that the Stanford Achievement Test is used to monitor all students' progress and the bilingual education students are not excluded from this process. In terms of students' progress in the subject areas, the District personnel rate the bilingual education students as making "excellent" progress in mathematics, "good" progress in science and "fair" progress in language arts in English and home language. Interviews with attendance center personnel reveal that about half of the bilingual education students are performing at grade level.

while the other half are below grade level. A review of 20 sampled student's records also supports this point. For example, the grades that the bilingual education students received for 1976-77 tend to cluster around "C's" and "D's" in all subject areas. The District rates the students as having good command of English language in terms of oral and social skills, but the attendance center personnel rate them as less proficient in reading and writing English. Mathematics is a subject area that both the District and attendance center personnel agree as the least difficult one for the bilingual education students.

In terms of identifying factors which are important to the students' achievement, all interviewed personnel claim that parental support, previous educational training and exposure to a wide variety of life experience have a positive effect on the children. The District also stresses that the extra attention given to the bilingual education students motivates them to learn.

Another important influence that the bilingual education program has on the students is in the area of self-esteem. Students enrolled in the program are reported to be proud of their bilingualism. They no longer feel "put down" by other students when they speak either Spanish or English. Many take pride in talking about their cultures and enjoy a feeling of being "special".

D. Major Findings

The bilingual education program in District K is viewed as effective in providing academic assistance to the limited English proficiency students. The staff's sincere desire to ease the students' transition to an all-English program has contributed to the growth of positive self-esteem. The interviewed parents have pointed out that the bilingual education teachers are also providing role models for their children. They have established rapport with the students and have in turn motivated them to achieve.

The District administers six different types of test to assess the students' language and academic skills. These are:

- Bilingual Syntax Measure
- Prueba de Lectura
- Stanford Achievement Test
- Gates - McGinitie Reading Test
- Wisconsin Reading Skills.
- Reading Readiness Skills.

Among these, the Bilingual Syntax Measure and Stanford Achievement Test are the one most frequently used for the bilingual education students. Both Distric and attendance center personnel have reservations about the applicability of the achievement test for these students. They are concerned that the test which is administered in English does not give an accurate measure of the students' knowledge because of the language difficulty. The District further suggests that the teachers' assessment should be used as an additional measure for the bilingual students' achievement.

EXHIBIT K.1

English Proficiency Levels of Students in Observed Attendance Center

	Observed Class		All Classes Taught by This Teacher	
	Attendance Centers		Attendance Centers	
	01	02	01	02
Level I	1	-	1	-
Level II	-	2	-	6
Level III	2	7	2	15
Level IV	-	-	4	2

EXHIBIT K.2

Program Types in Observed Classrooms

Attendance Center	Grades of Children in Observed Classroom	Program Type
01	9th grade	Pull-out with individualized approach
02	Kindergarten	Self-contained with total class and small group work

DISTRICT L

A. Context

District L is an elementary District located in a rural section of the State. It is an area of medium socio-economic status of approximately 5,000 people. The District's population has increased somewhat from the approximately 4,400 people living in the area in 1970 according to the 1970 Census. The District had no Black residents in 1970, however, the 1970 Census has identified about 60 Hispanics. District officials report 535 students currently enrolled; 88% are white and 12% are Hispanic. The area was characterized by high stability based on 1970 Census data. District officials currently indicate that approximately 65% of the children enrolled in District kindergarten classes complete eighth grade in District schools.

The site visit in District L included interviews with District officials and a visit to two elementary attendance centers. Officials at both centers were interviewed and the records of fourteen currently enrolled students were reviewed. The records of three transitioned students in the seventh and eighth grades were also reviewed.

A bilingual education program has been in operation for six years. For the past three years the District has received an average of about $20,000 in State funds to support the program. The District has contributed an average of about $17,000 annually for the transitional bilingual education program during these years.

Total enrollment in the District has declined from about 580 students in 1976-1977 to about 540 students in 1978-79. The two attendance centers visited have also experienced a decline in enrollment during this time. Enrollment in the bilingual education program however, has remained stable at one attendance center with about 40 students enrolled and has declined at the other from 25 students in previous years to 20 students in 1978-79.

The District estimates that 55 children are currently enrolled in the program. The English proficiency levels of children enrolled in transitional bilingual education classes at the observed attendance centers are presented in Exhibit L.1. About 70% of children taught by the interviewed bilingual education teachers are at English proficiency Levels III or IV, while about 30% are rated at English proficiency Levels I or II.

B. Design/Process

The Program Director serves as a liaison between the bilingual education and cooperating teachers in the District and reports to the District Superintendent. The Director's responsibilities include:

- program development
- curriculum planning
- in-service training
- liaison with parents

The Program Director is also the principal of one of the attendance centers operating a transitional bilingual education program.

There are no formal criteria for selecting children for enrollment in the transitional bilingual education program. Teacher judgement and parent referral are the most common means of identifying students in need of bilingual education. All children at English proficiency Levels I, II, and III are enrolled in the program; children of Level IV English proficiency may be enrolled depending on their general ability.

The District reports that children are generally kept in the program for about 3 years and then transitioned if they are able to function at grade level. One attendance center provides instruction for children in grades K-3; transition rarely occurs while children are in the school because they are kept in the program at least for studying Spanish as a native language. Ability to function at grade level and ability to follow directions in English are the basic criteria for determining transition readiness. The transition process is highly individualized and involves a gradual reduction in home language instruction.

Bilingual education teachers are required to possess a State bilingual education certificate and pass a State examination in the home language they will be teaching. The two bilingual education teachers interviewed had two and six years of bilingual teaching experience in the District, respectively. Both teach language arts in Spanish and English, ESL, mathematics, music and art. One also covers science and social studies. One of the interviewed teachers works at both attendance centers, spending half a day at each school.

The bilingual education and all-English curricula are parallel in most subjects; one difference is that the bilingual education program places more stress on cultural instruction. Bilingual education and all-English teachers have regularly scheduled sessions to work together in curriculum planning and to review student progress. Transitioned students' progress is tracked by the bilingual education teacher through informal meetings with the receiving teachers.

One observed classroom contained both native English-speaking children learning Spanish and Hispanic children learning English. In this classroom children were grouped by ability with each small group containing English dominant and Spanish dominant children. There was considerable interaction between the children in the two groups during the observation period, and they were observed to help each other in learning Spanish and English.

Films were used in two of the three observed classrooms as instructional aids. Teacher aides were available in two of the three classrooms. During the observation period, teachers provided instruction in English more frequently, while the aides tended to use the home language. It was observed that the children tended to speak in English somewhat more often than the teachers and aides. Table L.2 presents the grade level and instructional method for the observed classrooms.

Parents report that some children are making fair progress and others are doing very well. They indicate that the children like school and attend enthusiastically. They are generally supportive of the program and offer no suggestions for improvement. Parental involvement in school activities varies by attendance center. One school reports parent involvement of at least 75% at teacher meetings, classroom activities and social activities; at the other sampled attendance center about 5-10% of the parents participate.

C. Outcomes/Results

District and school personnel indicate that the students are generally making good progress in attaining English proficiency. Understanding and speaking skills are rated stronger than the students' reading and writing skills. Teachers believe that the students' home language skills are the major factors influencing development of English speaking skills because they already understand the word or concept in the home language.

The students' progress in subject areas is rated as "good" to "excellent" by the District. The schools' ratings differ somewhat, indicating some progress at one attendance center and excellent progress at the other attendance center. At both attendance centers the sampled student records indicate most children received a "satisfactory" grade in all subjects in each of the past three years.

Attendance center officials report that the transitional bilingual education program appears to have no effect on students' attendance. A review of the sampled student records, however, reveals that attendance has improved over the past three years. In 1976-77, 83% of the sampled enrolled students were absent 12 or more days; in 1977-78,41% of the sampled enrolled students were absent 12 or more days and in 1978-79 only 28% were absent 12 or more days.

The transitional bilingual education program is considered a positive influence on the students' self-esteem. Many of the children are proud of their ability to speak two languages and teachers and aides reinforce this attitude. Transition is reported to have no negative effect on the children's self-esteem; some children demonstrate increased in self-esteem as they recognize their ability to achieve in an all-English classroom.

The District reports transitioning between 10 and 12 of the 55 children enrolled in each of the past three years; this represents a transition rate of approximately 20%. Transitioned students are reported achieving at age, grade and ability level in most academic subjects but somewhat below grade level in English language arts. The individualized instruction students receive while enrolled in the bilingual education program is considered an important factor in their ability to achieve after transition. The three transitioned students whose records were reviewed were in the upper grades and were receiving "B's", "C's", and "D's".

D. Major Findings

The District has adopted management practices designed to maximize available resources. For example, one bilingual education teacher teaches half days in each of two attendance centers. In addition, the District has established a formal planning committee which incorporates regular meetings to plan the curricula for the bilingual education and all-English classes.

Selection of students for enrollment in the transitional bilingual education program is based primarily on teachers' judgment. Once enrolled in the program, several standardized tests are administered to monitor students' progress. The tests most commonly noted on the sampled student records are:

- The Stanford Achievement Test
- The James Language Dominance Test
- Programa de Lengua Espanola

Many students have been tested two or three times using the Stanford Achievement Test. Although administrators consider some tests valid and reliable for bilingual education students, they indicate that they are not satisfied with any of the tests currently available because of the tests' dependence on vocabulary development.

Administrators report that one of the program's weaknesses is its vacillating goals. The District reports that interpretation of State and federal guidelines is difficult. In the absence of clearly formulated state or federal objectives, the District has chosen to use the program as it deems appropriate. In one classroom this has led to the integration of native English and Hispanic students in a program that not only provides English instruction to Spanish speaking children but also teaches Spanish to English speaking children. The children in this classroom appeared to mix easily and were learning from each other.

EXHIBIT L.2

English Proficiency Levels of Students in Observed Attendance Centers

	Observed Class		All Classes Taught by This Teacher	
	Attendance Centers		Attendance Centers	
	01	02	01	02
Level I	0	0	0	3
Level II	3	2	3	5
Level III	5	7	5	15
Level IV	5	2	5	3

EXHIBIT L.2

Program Types in Observed Classrooms

Attendance Center	Grades of Children in Observed Classroom	Program Type
01	4th, 6th	not reported
02	preschool & Kindergarten	Self-contained classroom using Spanish & English instruction
02	2nd	Individualized and small group instruction for English speaking children learning Spanish and Spanish speaking children learning English; groups mix children of both home languages.

DISTRICT M

A. Context

District M is in a suburban elementary school District of high socio-economic status. Its population has grown from approximately 56,000 residents in 1970 to an estimated 70,000 today. It is primarily a white community; according to US Census figures less than 1% of the population in 1970 was reported as Black and 1.2% was reported as Hispanic. District officials report the following student ethnic distribution for 1977-1978: 93.8% White, .9% Black and 3.3% of Hispanic origin. The community is relatively stable; about 50% of the students enrolled in kindergarten continue through eighth grade in the same District.

The District is experiencing declining enrollment overall. Enrollment is declining in two of the attendance centers visited; it is stable in the third attendance center. Both the number of students in need of bilingual education and enrollments in bilingual education are increasing. For the 1978-79 school year approximately 270 children are identified as in need of bilingual education; about 160 children are enrolled in the bilingual education program, constituting a medium sized program. The District has operated a program for about seven years and received State funds for a transitional bilingual education program since 1972. About $80,000 in State funds were budgeted for the purpose in both the 1977-78 and 1978-79 school years.

The bilingual education students represent several different cultures including children of Hispanic, Korean, Japanese, Thai, Hindi and Urdu backgrounds. Of the three schools visited, schools one and three conduct bilingual education classes in Spanish; school two employs teacher aides to work with Korean and Japanese youngsters, in addition to operating a Spanish speaking program. The distribution of students by English proficiency level in attendance centers visited is shown in Exhibit M.1. In the observed class, roughly 47% of the students were at proficiency Levels I and II, while 53% were at Levels II and IV. Two of the schools are elementary schools; one is a junior high school.

B. Design/Process

Much of the District level responsibility for planning and managing the District's bilingual education program rests with the Program Director. The Director coordinates data collection for the District census, has the lead role in developing the preapproval application and organizes in-service training for bilingual and cooperating teachers. The Director functions under the supervision of the District Superintendent and is responsible to the District Board of Education. Principals, parents, teachers and District coordinators are given an opportunity to offer input to the planning of the bilingual education program. At the school level, principals have responsibility for monitoring teachers and managing the program, while teachers monitor student progress and maintain student records.

Students are selected for entrance to the program if they are identified as Level I, II or III in English language proficiency. The classification is based largely on teacher judgment and tests developed by the teachers. Although no specific procedures for transition to an all-English classroom are identified, students are considered ready for transition when teachers determine that level IV English proficiency is attained. The judgment is generally based on tests developed by the teacher; all three attendance centers use the Ginn Text Book Tests and the Gates-McGinitie Test to determine a student's readiness for transition. Teachers state that children of average ability entering at Level I English language proficiency spend an average of three years in the program. Based upon the record review in the case study, approximately half of those currently enrolled were in their second year in the program.

Parents are supportive of the program and offer few suggestions for improving the program. They report that their children like school and the bilingual education teachers. The children are progressing satisfactorily; this is attributed to the availability of books in the students' home language and the teachers' abilities in both English and the home language.

Teachers in the transitional bilingual education program are required to possess both a regular and a bilingual teaching certificate from the State. They are expected to be fully proficient in both English and the home language being taught. In the past, teachers have been recruited through community group networks and from former teacher aides. Three bilingual education teachers were interviewed during the site visit; one had been teaching bilingual education in the district for 2 years and the other two had both been teaching bilingual education for over 5 years.

All three attendance centers utilize similar instructional strategies. Students are grouped by ability and taught in small groups by either the teacher or the aide. Basic concepts are taught in the home language; English is introduced gradually as youngsters become more familiar with the concepts. Conversations in English and studies of English vocabulary are used to improve students' English proficiency. In all three attendance centers, the bilingual education teacher covers a variety of subjects including language arts in English and home language, mathematics and social studies. None of the teachers teach science to their students. The curriculum in the bilingual education classes parallels the all-English curriculum; in one attendance center, more emphasis is given to language arts in the bilingual classroom. Informal but regular contact with cooperating teachers is maintained to discuss the progress and grades of students enrolled in bilingual education classes. Follow-up of transitioned students is less regular and generally involves following children with specific problems.

Three transitional bilingual education classrooms were observed during the site visit. The grades observed and the type of program are shown in Exhibit M.2.

In all three classrooms several activities were occuring simultaneously. Teachers worked with one group of youngsters while others worked independently. Two of the three classes had two teacher aides; the third had one aide in the classroom. Aides were also working with small groups of students. During the observation periods, the students were attentive and eager to respond. Teachers, aides and students interacted in both English and the home language in two of the classrooms. In the third classroom, a junior high school group, the home language was used almost exclusively to facilitate teaching of content areas. These students have a separate English as a second Language (ESL) team. Aides were using the home language more frequently than the teachers; this is a deliberate attempt to use the aides as a home language model and the bilingual education teacher as the English language model.

C. Outcomes/Results

The students reported progress in understanding and speaking English is generally considered good, meaning that students will be ready for transition after 3 years of bilingual education. Reading and writing skills in English are progressing more slowly with an estimate that more than three years of training will be required to attain native English language equivalent proficiency. Progress in home language skills is considered good.

The academic performance of the bilingual education students in the native language is generally less than one year below age, grade level and ability. Cumulative records do not contain students grades for the '78-79 school year since that year had not yet been finished; for those for whom grades were available, most received a "satisfactory" grade in major subjects for the '77-78 school year. Many of the children whose records were reviewed were in the early primary grades, and they were either not enrolled in school or still residing in their home country in 1977-78. Students who have been transitioned to an all-English program also achieved primarily satisfactory grades in the 77-78 school year. Grades did not vary substantially by subject.

Factors considered important influences on achievement and attainment of English proficiency include:

- the quality of education in the home culture
- the quality of the foundation in the home language
- student motivation
- parental involvement
- the bilingual education classroom environment

The consensus of opinion indicates that students enrolled in transitional bilingual education classes feel good about themselves and the bilingual classroom. The effect of bilingual education on the students' attendance is less clear, with the District contending that attendance improves after enrollment in bilingual education while school personnel believe there is no effect. Twenty-six student records were randomly selected for review. Of those, 21 were enrolled and 5 transitioned. For those elementary students whose records were reviewed, 11 of the 14 currently enrolled students have been absent fewer than eight days during the '78 school year.

The interviews reveal contradictory information concerning the number of students transitioned to an all-English class. The District reports no students transitioned to all-English classrooms in '76-77; eight students in 1977-78; and five students in '78-79. The three teachers interviewed indicate they transitioned three students in '76-77 and eight students in '77-78 and are expecting to transition 10 students during the current school year. The District figures reflect rates of 0%, 5.2% and 3.1% for the '76-77, '77-78, and '78-79 years respectively.

Only five records of transitioned students could be identified for review during the site visit. Their grades were "satisfactory" to "excellent" prior to transition; no information on their academic achievement after transition is available for the current year. Teachers report that their self-esteem is not affected by transition; some initial shyness is noted in one attendance center. Transitioned student attendance records are similar to those of students enrolled in the transitional bilingual education program. These findings are true for both the elementary school and the junior high school students whose records were examined.

D. Major Findings

There are two distinctly different types of students in the bilingual education program

- o Spanish speaking children, many of whom are poor
- o Japanese children from upper middle class families

District administrators note that differences in the backgrounds of these two types of students are reflected in their performance in school.

The mobility of students enrolled in bilingual education must be noted. For example, in attendance center two of this district, 38 enrollees, or 60% have been transitioned, while nine new students have enrolled. The other two schools have markedly increased their bilingual education program enrollments.

The District is a provider/feeder District. It sends bilingual education students with low incidence languages to another District that maintains more specific language programs, and also receives bilingual education students from other Districts. It is a member of an educational cooperative.

The District provides limited guidance to the attendance centers concerning administration of the bilingual education program. The District has identified several ability, achievement and affective tests to be given to all students; these tests are also administered to bilingual education students once their proficiency in English permits valid and reliable testing. Few of the sampled students had taken any of these tests. Attendance centers appear to have considerable flexibility in designing the academic program. For example, the number of minutes of instruction by subject varied from one attendance center to another even for the primary level attendance centers.

District level perceptions of the bilingual education program are somewhat different from those expressed at the attendance center level. A more positive impact on students' self-esteem and attendance as a result of enrollment in the bilingual education program is reported by District personnel as opposed to attendance center personnel. The two levels report conflicting information about the number of students remaining in the program. The distinction made at the District level concerning the achievement of Spanish-speaking and Japanese children is not noted by attendance center personnel. Attendance center personnel believe that bilingual education is helping all limited English proficiency students and are concerned primarily about their inability to ensure integration of the limited English proficiency students with their all-English classmates in extra-curricular activities. The District reports that this is not so much a function of the program as it is a function of groups of students sharing the same language background and living in the same housing complexes, thus reinforcing the formation of close-knit peer groups.

EXHIBIT M.1

English Proficiency Levels of Students in Observed Attendance Centers

	Observed Class			All Classes Taught by This Teacher		
	Attendance Centers			Attendance Centers		
	01	02	03	01	02	03
Level I	5	6	4	8	9	0
Level II	4	5	6	8	6	0
Level III	17	3	7	20	5	0
Level IV	4	3	0	12	5	0

EXHIBIT M.2

Program Types in Observed Classrooms

Attendance Center	Grades of Children in Observed Classroom	Program Type
01	1 - 3	Half day self-contained
02	K - 3	Multilingual half day self-contained
03	7 - 8	Half day self-contained magnet center

DISTRICT N

A. Context

District N is a unit type school District that covers an urban area which has grown from a population of approximately 40,000 according to the 1970 Census to a District estimate of 45,000 people in 1979. It was a relatively stable community according to the 1970 Census. Today the District estimates that about 60% of the students complete grades K-8 in the District's schools. This is an academic community of medium socio-economic status.

During the site visit, interviews were conducted with District personnel and one elementary attendance center was visited. Bilingual education programs are conducted at several other schools but these are not State funded and were, therefore, not observed. Personnel at the attendance center were interviewed and the cumulative records of seven enrolled and three transitioned bilingual education students were reviewed.

District N has experienced declining enrollments from over 6,200 children in 1976-77 to about 5,700 students in 1978-79. The number of children needing bilingual education and the number of children enrolled has also declined. Parents have been informed that the State funded transitional bilingual education program may be discontinued after the current school year. Approximately 20 children are enrolled in the transitional bilingual education program. The English proficiency Levels of the students taught by the interviewed bilingual education teacher are reported in Exhibit N.1. About 15% of the students are at English proficiency Level I, while 85% are at English proficiency Levels III or IV.

The District's bilingual education program has been in operation for four years and has received State funds each year. State funding has been reduced from almost $23,000 in 1975-76 to about $15,000 in 1978-79. There has also been local support of the program averaging about $14,400 per year.

B. Design/Process

The State funded transitional bilingual education program operates at one attendance center in the District. The District operates additional programs at other attendance centers without State support. The Program Director under the supervision of the District superintendent, has overall responsibility for administering the program including planning, budgeting, teacher coordination and teacher evaluation. The preapproval application is developed with input from a planning group headed by the Program Director that includes parents, principals and teachers. Student progress is monitored twice a year using standardized and teacher-made tests; results are summarized on a pupil data sheet.

District N follows IOE guidelines in identifying children who need bilingual education. There are no formal district or school-wide guidelines and the judgment of the bilingual education teacher is the most important criterion. Hispanic families are informed of the program and asked whether they want their children enrolled. Exit from the transitional bilingual education program occurs based upon the bilingual education teacher's judgment and questionnaires sent to the home room teachers.

There are no specific phases to the transition process. Since it is a pull-out program, the students are already accustomed to the all-English setting. Children of average ability who enter at Level I English proficiency usually remain in the program for approximately three to four years. The District reports that while it has met the requirement for 90 minutes of instruction in the home language daily, the amount of time spent on home language instruction prolongs the students' need for bilingual education.

Contact between the bilingual education teacher and the cooperating teachers about currently enrolled students is frequently using informal meetings and a specially developed questionnaire. There is less contact with receiving teachers concerning transitioned students. The curricula for the bilingual education classroom covers the same subjects as the all-English classrooms, with the language of instruction (Spanish vs. English) as the major difference. A committee including parents, a regular teacher, the Program Director, the bilingual education teacher and aide, and the principal is responsible for assuring the consistency of the two curricula.

Bilingual education teachers must meet all Illinois Office of Education requirements for certification and language proficiency. They are also expected to demonstrate an involvement in or affinity for the home language culture. The interviewed teacher has been involved with the bilingual education program since 1975 and teaching full-time for two years. The teacher teaches Spanish speaking students in language arts in English and Spanish, ESL, mathematics, science and social studies. The emphasis is on children learning to speak English. Exhibit N.2 shows the instructional methods and grade level for the observed classroom.

During the observation period the children were divided into two groups: the larger group worked with the teacher and two recent immigrants worked with the aide. The teacher used the home language only, and the aide spoke in English 95% of the time and Spanish 5% of the time. The children responded to the teacher in Spanish 100% of the time and used the home language 75% of the time with the aide, although the majority of the students were identified at English proficiency Levels III and IV. Children in first, fourth and sixth grades were being taught in the same classroom; the teacher presented the concepts to the entire group and then worked with individual students. This is a pull-out program, and the interviewed teacher has one group of children in the morning and a different group in the afternoon.

Parental involvement in the transitional bilingual education program is limited by the parents' work commitments. However they attend meetings with teachers whenever possible and participate in bilingual education classroom activities. Parents express a belief that the bilingual education program is important to prepare their children for employment opportunities in the United States and the home country, and to be able to communicate with relatives in the home country. They report that the children are progressing well and that the teachers are doing a very good job. They have few suggestions for improving the program and express concern that the program may not be continued in future years.

C. Outcomes/Results

The children are reported making better progress in speaking and understanding English than in reading and writing English. The District finds it difficult to generalize about attainment of English proficiency, however, because of individual differences. Generalization in terms of achievement in academic subjects is difficult for the same reason. The grades of the ten sampled students indicate satisfactory performance for most transitioned and enrolled students in 1976-77 and 1977-78. Grades for the 1978-79 school year were not yet recorded on the sampled cummulative records; consequently no conclusions could be drawn about current status.

Cooperating teachers report that some children are able to perform at a level commensurate with their age, grade and ability; they believe that the students' limited English proficiency is the major factor contributing to their lower level of performance. Previous educational experience and parental support are also cited as factors affecting achievement.

District and attendance center personnel indicate that the attendance of limited English proficiency students is generally good and that enrollment in the transitional bilingual education program has no noticeable impact on attendance. Enrollment is however, credited with improving the children's self-esteem by providing a sense of security and acceptance regardless of cultural background.

The effect of transition is more difficult to ascertain because few children are carefully monitored after transition occurs. The cooperating teachers report that transition has no noticeable effect on attendance and indicate that it should not affect the child's self-esteem. No grades were available on the cumulative records for 1978-79; the sampled transitioned students were doing generally satisfactory work in the previous year. The teacher reports transitioning 2 or 3 of the approximately 24 enrolled students per year, for an average of 8%-12% of those enrolled.

D. Major Findings

The District reports using several tests to measure the progress of the bilingual students including:

- the Short Test of Linguistic
- the Bilingual Syntax Measure
- the Stanford Achievement Test

The sampled student records reflect test scores on the Stanford Achievement Test and the Metropolitan Readiness Test. Several students had been tested two or three times with the same instrument to measure progress. The District is not entirely satisfied with these tests because of the difficulty of obtaining localized norms. In addition, the District feels that tests specifically designed for bilingual education students would be more appropriate.

The District is characterized by close and frequent contact between cooperating and bilingual education teachers. Communication includes informal daily discussions, participation in a curriculum planning committee and exchange of written reports on a standard form. There is also regular communication between the bilingual education teacher and the Program Director regarding the children's progress. In addition, the Program Director evaluates both the bilingual education teacher and the aide using a standardized procedure.

District N is assessing the value of continuing with the State funded transitional bilingual education program. Some administrators assert that an English as a Second Language approach, such as a is currently used in the secondary schools in the District, produces more rapid gains in English. They assert that the requirement for 90 minutes of instruction in the home language daily hinders the students' English achievement. Several parents have removed their children from the transitional bilingual education program because they want the children to make more rapid progress in English and do not want them to receive instruction in the home language and culture. If District N withdraws from the State funded program, it expects to continue to provide services to children of limited English proficiency with District funds.

EXHIBIT N.2

English Proficiency Levels of Students in Observed Attendance Centers

	Observed Class	All Classes Taught by This Teacher
Level I	2	2
Level II	0	0
Level III	2	4
Level IV	5	7

EXHIBIT N.2

Program Types in Observed Classrooms

Attendance Center	Grades of Children in Observed Classroom	Program Type
01	1st, 4th, 6th	Pull-out program with teaching in a group reinforced by smaller groups and individualized assistance in reading

DISTRICT O

A. Context

District O is an elementary level school district in a rural area with a current population according to District estimates, of approximately 12,000 people. This represents a small increase from the 1970 Census population of about 11,500 people. According to the 1970 Census approximately 2% of the District's population was of Hispanic descent. District officials now report that the student body is 92% White, 1% Black, 6% Hispanic and 1% Asian. The District was relatively stable during the 1960's with nearly half the population reporting the same residence in 1965 and 1970. District personnel now estimate that 75% of the children entering kindergarten in the District continue through 8th grade in District schools. The District is classified as low socio-economic status.

The site visit in District O included interviews with District personnel and the staff at one elementary school. The cumulative records of seven students currently enrolled in the transitional bilingual education program and three transitioned students were sampled at this attendance center.

District O has operated a bilingual education program for six years and has received State support for the program for three years. State funding has been reduced from approximately $15,000 in 1976-77 to about $10,000 for 1978-79. Local funding has increased from approximately $3,000 to over $8,000 per year during this time period.

The total student body in District O is about 1400 students. The transitional bilingual education program is operated at one attendance center as a magnet program for the District. Enrollment in the program has risen from 20 children in 1976-77 to 37 in 1978-79; a total of 39 children are identified as currently needing bilingual education. The children in the transitional bilingual education class of the interviewed teacher are of Hispanic background. Their English proficiency Levels are shown in Exhibit 0.1. About 55% of the children are at English proficiency Levels I or II and 45% are rated at English proficiency Levels III and IV.

B. Design/Process

The transitional bilingual education program is administered by the school principal who serves also as the Program Director. The Program Director is under the supervision of the District Superintendent and is accountable to the Board of Education. The Program Director's combined responsibilities have given him an opportunity to closely monitor the progress of all enrolled children through frequent classroom visits and daily interaction with the bilingual education teacher and the cooperating teachers. The preapproval application is prepared by the bilingual education teacher with the assistance of the Program Director.

There are no district level criteria for entrance to or exit from the transitional bilingual education program. Students are enrolled in the program if the bilingual education teacher and the cooperating teacher believe the student is in need of bilingual education and the parents consent to enroll the student. The teacher's assessment, using academic progress, test results and consultation with other teachers who work with the student, is the basis for determining when a student is ready for transition from the program. Children remain in the program a minimum of three years and the teacher estimates the students average approximately four years in the program. The District states that students of average ability entering at Level I English proficiency spend between two and three years in the program.

The bilingual education teacher is required to possess State certification in both elementary and bilingual education and must have an ability to communicate with the local Hispanic community. The current teacher has been in the position for approximately five years and is responsible for teaching all academic subjects to the students enrolled in the transitional bilingual education program.

The bilingual education curriculum parallels the all-English curriculum except that it places more emphasis on cultural training. Although there is no formal structure for coordinating the curricula, no problems are encountered because teachers work together informally. Most cooperating teachers indicate they have regular contact with the bilingual education teacher to discuss students' progress, social growth and problems. Occasional follow-up on fully transitioned students is reported as a means of ensuring that no problems arise after students have been transitioned from the program.

Parents participate regularly in school social activities and on the Parent Advisory Committee. Meetings with teachers to discuss children's progress are held every few months and 80-90% of the parents attend. Some parents note that it is difficult for them to participate because of work schedules. Interviewed parents express satisfaction with the program and do not have suggestions for improvement. They indicate their children are making good progress with the help of the individualized attention of the bilingual education teacher.

The bilingual education teacher conducts classes on a pull-out basis using individualized assistance and special teaching materials. All District children enrolled in transitional bilingual education classes attend the magnet school for the full day; they spend part of the day in the bilingual classroom and part of the day in an all-English classroom at this attendance center.

During the observation period instruction was given to the total group primarily in Spanish although the observed students were reported to be at Level IV in English proficiency. The teacher used English 10% of the time and children responded in English approximately 30% of the time. The remainder of the conversation was in the home language. Some children seemed more fluent in English than in Spanish. Over half the class volunteered to answer questions. Part of the observation period was devoted to individual work. During this time the bilingual education teacher provided coaching to children on their own projects as needed. There was no aide in the classroom. Exhibit 0.2 presents data about the program type and grade level of the observed classroom.

C. Outcome/Results

The students' progress in attaining English proficiency is rated as "some" to "good". Proficiency in reading English is reportedly progressing not quite as well as their speaking proficiency. Factors influencing the attainment of English language skills include the pupil's ability and cultural background, home language proficiency, and the teacher's ability. The District believes that the instruments used to measure children's English proficiency may not be accurately reflecting their English language skills. Sampled students records indicated grades in reading and writing English are generally "C's" and "D's" for the enrolled students and "A's" and "B's" for the transitioned students.

The bilingual education students'achievement in academic subjects is considered "fair" to "good" by District officials. The sampled students records indicate "B's", "C's" and "D's" for the enrolled students and "A's", "B's" and "C's" for the transitioned students in Math, Science and Social Studies in the 1976-77 and 1977-78 school years. No grades for the 1978-79 school year are available on the sampled students'cumulative records. Although most children are reportedly performing at a level commensurate with their age, grade and ability, the District asserts that the pull-out character of the program may affect the students' academic achievement because students miss some of the homeroom instruction while they are studying in the bilingual classroom.

District and school personnel state that enrollment in the transitional bilingual education has no effect on attendance and that students' attendance is generally good. Of the ten sampled student records, a majority were absent eight or more days in 1976-77 and 1977-78; the cumulative records did not contain sufficient information for 1978-79 to draw conclusions about this years' attendance.

The self-esteem of students in the transitional bilingual education program is reported to be good. In earlier years there was a stigma attached to children in the program, but this is no longer the case. Students are said to feel comfortable in the program and to increase their interaction with native English speaking children as a result of enrollment. The positive self-image is said to carry over after transition out of the transitional bilingual education program. The District reports that two out of 20 children or 10% were transitioned in 1976-77, five out of 36 or 14% in 1977-78 and three out of 37 or 8% in 1978-79.

D. Major Findings

The transitional bilingual education for District O is operated at one attendance center with the principal serving as the Program Director. This arrangement is deemed suitable because of the small size of the program. The overlap of responsibliities permits the Program Director to closely monitor the bilingual education teachers and the students enrolled in the program. The small size also permits effective informal coordination of the bilingual education program with the all-English program. Teachers consult together and teacher judgment is a key factor in determining children's entry to and exit from the transitional bilingual education program.

Use of the Stanford Achievement Test and the Otis Lennon Test is reported to measure the ability and growth of the bilingual education students. The sampled student records indicate that the majority of students have been tested two or three times using the same instrument. The District reports that the reliability and validity of these tests is good, but it would like to obtain more information about what other tests are available. The District has worked with the Chicago public school system in developing its testing program and would like to further improve its evaluation and tesing program.

The District enrolls a sizable number of Level III and IV English proficiency students and is reported to use the program to strengthen home language skills as well as to prepare children for transition to an all English classroom. The District believes that a clear definition of the program's goals is desirable to eliminate uncertainty about appropriate program objectives.

The District has encountered some problems in managing its transitional bilingual education program. Reductions in State support have limited what the program can accomplish. There is a reported need for an aide to work in the bilingual education classroom, but the District reports it has been unable to find a suitable individual for this slot. In addition, there is concern that the pull-out instruction may be affecting the achievement of the limited English proficiency students because they miss some of the academic instruction in the home room.

EXHIBIT 0.1

English Proficiency Levels of Students in Observed Attendance Center

	Observed Class	All Classes Taught by This Teacher
Level I	0	7
Level II	0	10
Level III	0	4
Level IV	10	10

EXHIBIT 0.2

Program Type in Observed Classroom

Attendance Center	Grades of Children in Observed Classroom	Program Type
01	4 - 6	Pull-out magnet classroom with individualized tutoring

District P

A Context

District P is an elementary District. It is a small industrial community located in a rural area of Illinois. It has a population size of 22,500. The community is quite stable as indicated by the low mobility rate on the 1970 census as well as the high percentage (85%) of students who remain in the school district from kindergarten through eighth grade. The total student enrollment figure is about 2,000 with the following ethnic composition: 93% White, 2.9% Black and 3.6% Hispanic. The District has been operating a bilingual education program for four years. This program is supported by both State and local funds. Its funding level has been $20,000 per year; although the State has paid for a larger share of program funds during the past two years, its role has diminished considerably this year. Presently, the District funds two-thirds of the program while the State supplements the remaining third. The bilingual education program serves a small number of Spanish-speaking students. In fact, enrollment has dropped from 24 to seven this year. It is operated in one elementary attendance center with the input of one bilingual education teacher. The English proficiency Levels of the bilingual education students varies from Level II to IV. Exhibit P.1 gives a distribution of the students' English proficiency Levels in all classes as well as the observed one. In the observed class, all of the students were of Levels III & IV proficiency.

In addition to observing a bilingual education classroom, both the District and attendance center personnel were interviewed. Records of three transitioned and six enrolled students were reviewed at the elementary level.

B. Design/Process

The transitional bilingual education program is managed by the Program Director with input from the Parent Advisory Council. The Program Director is under the supervision of the District Superintendent and is accountable to the Board of Education. In addition to developing the preapproval application and overseeing the program's day-to-day operation, the Director's responsibilities include:

- selection of bilingual education teachers and aides
- selection of curriculum materials (done jointly with teachers)

- maintaining liaison with parents
- participating in state funded workshops
- supervising teacher's performance (done jointly with principal)

The students' achievement records are kept and maintained by the bilingual ecucation teacher while the Director maintains the overall enrollment statistics and test data. The principal is mainly concerned with the scheduling of bilingual education classes and supervising the teachers through classroom visits and conferences.

The enrollment procedure as reported by both the principal and the bilingual education teacher is based on two criteria. One is the bilingual education teacher's assessment and the other is parental consent. Before placement is made, each student is screened by the bilingual education teacher to determine his/her Level of English proficiency and academic skills. While the students are enrolled in the program, they receive 90 minutes of instruction in home language daily in language arts. The amount of English and/or Spanish used in this class varies according to the students' English proficiency Levels. As the students master their knowledge in English, instruction in Spanish is used less frequently. After the students have reached Level IV English proficiency (average time: three years for those beginning with Level I proficiency), they no longer participate in the bilingual education program. The procedure for transitioning them out of the program is similar to that for enrollment. At the end of each school year, the bilingual education students' English and academic capabilities are assessed by both the bilingual education teacher and the cooperating teachers. This assessment is based on the classroom performance as well as the achievement test results. Occasionally, parents may request transition before recommendation is made by the school personnel. However, the same procedure still applies before a decision is reached.

Since District P has a small number of bilingual education students, its program is highly individualized. While the 90 minutes/day instruction in Spanish concentrates in the area of language arts, the students do receive help in other subject areas as deemed necessary. As a result, the bilingual education teacher meets frequently with the cooperating teachers to discuss various areas of difficulties in instructional techniques as well as the students' overall performance.

In the bilingual classroom that was observed, the teacher worked with the three students individually giving them assistance in spelling and word usage. In this particular instance, Spanish was used exclusively by the teacher and the students. Generally, the classroom atmosphere was very pleasant; the classroom walls were covered with photos of Mexico and drawings made by the students. The observer indicated that efforts were made to incorporate as much of the students' cultural background as possible in the daily classroom activities. (See Exhibit 16.2 for the type of program in the observed classroom). The average length that a student remains in the program is reported to be three years. After the student is transitioned, little contact is maintained between the bilingual education teacher and the receiving teachers.

The bilingual education curriculum is developed by the school personnel. Comments and approval from the Parent Advisory Council are desirable, but the actual design and implementation of the curriculum are carried out by the Program Director and teachers.

The parents interviewed are generally satisfied with the academic aspect of the bilingual education program. They state that the program enables their children to learn to read, write, and express themselves in two languages. In addition, they learn about their own cultures and can be proud of their heritage. The common factors that parents list as important to their children's progress in the program are the individual teaching approach and the student motivation.

However, the parents assert that the program is not publicized enough so that other bilingual parents and students can benefit from it. Moreover, they indicate that the cooperating teachers should participate in some cultural sensitivity trainings and be instructed in how to treat the bilingual education students.

Most parents meet with the teachers regularly to follow their children's progress but they are reluctant to attend other school-wide activities because of language difficulties.

The recruitment methods used in District P are similar to those employed in other Districts. Announcements of teaching positions are placed in local newspapers and bulletins. Recommendations are sought through the Parent Advisory Council and the fellow teachers. Hiring decisions are made based on results of the interview with the Program Director, certification and requirements of native fluency in English and Spanish. The present bilingual education teacher is a Spanish teacher who has four years of experience teaching in a bilingual education program.

C Outcomes/Results

The overall performance of the bilingual education students in all subject areas is rated "good" by both the Bilingual Education Program Director and the teachers. Their ratings of the students' capability in English show some discrepancies. The Director consistently gives a lower rating on the students' English proficiency Levels than does the bilingual education teacher. This difference in perceptions is probably due to the differing degrees of closeness of both raters to the students in the program. Interestingly, the transitioned students are rated as performing below grade, age and ability level in all subject areas with the exception of science. In science they are rated as performing at grade, age and ability level.

When asked to list some of the factors that influence students' achievement in English and other subject areas, both the Program Director and the teacher feel that the length of time the family has been in the U.S., academic aptitude, parental support and teacher's competence have direct bearing on the students' academic performance. They further stress that the individual approach adopted by their program is able to meet the specific needs of each student and therefore, improves the students' grades. Inspection of a sample of six enrolled student records does show that most students are performing at grade, age, and ability level.

The attendance record of bilingual education students is generally good. The school personnel interviewed indicate that the bilingual education program is helpful to the students not only in the area of academic work, but it also provides a sense of security and acceptance for the Spanish-speaking children. The program personnel report that the students have increased their participation in school related social activities since enrollment.

D. Major Findings

The bilingual education program operating in District P is highly individualized. Because of the small number of bilingual education students in the District, it can afford to give one-to-one instruction to all of them. As a result, the bilingual education teacher is close to the students and becomes sensitive to their needs. The principal of the attendance center indicates the program is a positive experience for all students and personnel. For those students who are not involved in the bilingual education program, they are exposed to other cultural values and traditions which will help them to accept other ethnic groups.

At the same time, the small number of bilingual education students also serves as a disadvantage to the program in terms of funding. The Superintendent states that the small program size cannot justify the hiring of an additional Spanish-speaking psychologist who could facilitate communication between the District and the Hispanic parents. Because of this limitation, the District is not able to get full response and cooperation from the parents. Interestingly, the parents interviewed also point out this weakness in the program. They stress that most school meetings are conducted in English and their understanding of it is minimal. Therefore, they stop going to meetings in which they cannot participate.

The District employs several different types of standardized tests to monitor all students' academic progress. The tests used are Prueba de Lectura, Short Test of Linguistic Skills, Inter-American Testing Series, Boehm Test of Basic Concepts, Metropolitan Achievement Test and Otis-Lennon Test. However, it has difficulty in isolating a useful achievement test in Spanish. Consequently, the tests which are administered to the bilingual education students only include a Spanish linguistic skills test and the Metropolitan Achievement Test.

EXHIBIT P.1

English Proficiency Levels of Students in Observed Attendance Center

	Observed Class	All Classes Taught by This Teacher
Level I	-	
Level II	-	2
Level III	2	4
Level IV	1	1

EXHIBIT P.2

Program Types in Observed Classroom

Attendance Center	Grades of Children in Observed Classroom	Program Type
01	4th and 5th	Individualized approach

DISTRICT Q

A. Context

District Q is a suburban unit District of medium socio-economic status; the District reports that approximately 150,000 people currently reside in the area. This represents a substantial increase from the 96,000 people reported on the 1970 U.S. Census. According to the Census the population was approximately 94% White, 3% Black and 3% Spanish. The community mobility level is medium, with approximately 60% of the children enrolled completing kindergarten through eighth grade in District schools, according to local officials.

Officials report a current enrollment of about 25,500 students and indicate that enrollment levels have been relatively stable since 1976-77. The student body is 85% White, 5.4% Black, 7.9% Hispanic and 1.7% Oriental and American Indian. District officials report that the number of limited English proficiency children has increased from 440 in 1976-77 to 490 in 1978-79, and enrollment in bilingual education has risen from 400 to 470 during this time. The enrolled students are largely of Hispanic and Laotian heritage. Exhibit Q.1 presents the English proficiency Levels of students at the observed attendance centers.

District Q operates a large transitional bilingual education program that includes an extensive preschool and kindergarten component. Bilingual education classes are available from pre-school through twelfth grade. There has been a bilingual education program in District Q for eight years, and a State funded transitional bilingual education program has been in operation since 1976. The State has provided an average of $205,000 annually to support the program, with the District allocating an average of $80,000 annually. State funds currently represent about 70% of the total program budget.

B. Design/Process

The Bilingual Program Director administers the transitional bilingual education program under the supervision of the Assistant Superintendent for Curriculum. The Program Director is responsible for the recruitment, hiring and evaluation of the bilingual education teachers and in-service training for bilingual teachers and the cooperating staff. The Bilingual Director works with a committee of parents, aides, bilingual teachers, cooperating teachers and administrators to prepare the preapproval application.

Students are enrolled in the transitional bilingual education program primarily on the basis of tests that identify the children who are at English proficiency Level III or below. The District reports that when students attain English proficiency Level IV, they are transitioned to an all-English class provided the bilingual and cooperating teachers believe they will be able to succeed in this setting. Personnel at two of the three attendance centers visited indicate that the bilingual education program is still new and transition criteria and procedures are not yet fully developed. Students generally remain in the transitional bilingual education program for two to two and a half years if they are of average ability and enter the program at Level I of English proficiency.

Attendance center personnel indicate that the bilingual and all-English curricula are similar in most subjects, but the bilingual curriculum may involve more elementary instruction in English, ESL and a cultural component. Coordination between the two curricula is achieved through meetings of the English Department chairman with the counselor, the bilingual education teacher and the cooperating teacher at one attendance center. In a second attendance center which is organized by pods, the pod teachers meet to coordinate curricula. In the third attendance center the bilingual education teacher visits the all-English classroom twice a month to achieve coordination.

Informal contact is maintained between the bilingual education teacher and the cooperating teacher to discuss the progress of children enrolled in the pull-out transitional bilingual education program. One respondent indicated that telephone calls and notes are used for communication in addition to brief meetings. Contact with teachers receiving fully transitioned students is less frequent; however, one attendance center reports that teachers receive a written statement at the beginning of the school year describing the child's status and educational experiences while enrolled in the bilingual education program.

Applicants for bilingual education teaching positions must possess both a regular State teaching certificate and a bilingual education certificate, pass the language proficiency examination that is part of the certification process and complete an oral interview. Two of the sampled bilingual education teachers are in their first year of teaching bilingual classes in the District and the third teacher has two years experience.

District Q operates a half-day pull-out transitional bilingual education program in both Spanish and Laotian. In addition there are five self-contained half-day preschool classes for limited English proficiency students. Instructional methods vary somewhat throughout the District as shown in Exhibit Q.2. Teachers report extensive use of audio-visual aids and grouping of children by ability for small group instruction.

During the observation period there were no teacher aides available in any of the sampled classrooms. Instruction was conducted in the home language in two of the classrooms with children responding in the home language as well. In the third classroom both the teacher and the students spoke English half the time and Spanish half the time. Two teachers were presenting material to the entire class, while the third teacher had the class divided into two groups and divided her time between them. A movie was shown in English during part of the observation period in one classroom. The children in the two elementary level classrooms were cooperative and volunteered to answer questions; the secondary level students in the third classroom participated less actively.

Parent involvement in District Q's transitional bilingual education program is somewhat limited. Parents generally do attend meetings with bilingual teachers to discuss their children's progress and problems, but attendance at school and class functions is limited. One attendance center reports frequent participation on the Parent Advisory Committee and two of the sampled attendance centers employ parents as teacher aides.

Interviewed parents report that their children are making very good progress; they attribute this to the high quality of the teachers and the books. Parents indicate that they would like the program to include children of Level IV English proficiency and suggest that improved coordination between the bilingual education program and the all-English program would be helpful for the children.

C Outcomes/Results

District officials report that students are making "good" to "excellent" progress in attaining English proficiency. While personnel at one attendance center agreed with this assessment, personnel at the two remaining attendance centers indicate children are making "some" or "little" progress. Factors commonly cited as contributing to the children's attainment of English proficiency are home language proficiency and the parents' educational attainment. Twenty-six student records were reviewed, of which 20 were enrolled and six were transitioned.

The sampled student records indicate that most bilingual students at the secondary level received "B's" or "D's" in reading and writing English in 1976-77 and 1977-78 indicating that students are performing at different levels. In 1978-79 the secondary students have received "B's", "C's" and "D's" in reading and writing English. Many of the sampled elementary level students are pre-school and kindergarten level and no grades are available for them.

Performance in academic subjects is generally regarded as "fair" to "good," although some officals report some students achieving commensurate with their age, grade and ability. Contributing factors cited include the students' motivation and prior educational experience, parental support, parents' educational attainment and the quality of the teaching in the transitional bilingual education program.

The sampled student grades indicate that in 1976-77 students received mostly "B's", "C's" and "D's" in their academic subjects at the secondary level. In 1977-78 and again in 1978-79, the grades improved somewhat; the predominant grade in the current school year is a "B". At the elementary level, many of the sampled students are of pre-school age and are not receiving grades. The few students for whom grades were available in 1977-78 received "satisfactory" or "very good" grades.

While most respondents indicate that the bilingual education program has a positive effect on the students' self-esteem, there is no consensus regarding its effect on their attendance. Students enrolled in the transitional bilingual education program are generally reported to be cooperative, proud of their heritage and comfortable in class, although some are still afraid and unable to communicate in an all-English setting. Some respondents report that attendance is good although busing of the children to the half-day magnet program is a problem that may reduce attendance. Most sampled students have been absent less than eight days in 1978-79.

Transitioned students are reported achieving "fair" progress in English, social studies and science, "good" progress in math and "good" to "excellent" progress in the home language. The sampled records indicate transitioned students are receiving "B's" and "C's" at the secondary level; insufficient records preclude summarizing grades for transitioned elementary level students.

District officials report transitioning 18-20% of the transitional bilingual students annually. This involved about 80 children in 1976-77 and again in 1977-78; approximately 100 students are expected to transition from the program this year. They indicate that transition has no effect on attendance. Some respondents indicate that transition has no effect on the students' self-esteem although others report that the children feel more a part of the class once they are fully mainstreamed.

D. Major Findings

No standardized tests are used District-wide to measure the language proficiency and achievement of the bilingual education students. The sampled attendance centers all report using different instruments perhaps because the children are of different ages and linguistic backgrounds. Several bilingual education teachers indicate they have not yet selected tests to be used to measure students' progress. None of the sampled student records contained test scores.

District Q serves students of two distinctly different home cultures by providing separate classes for the two groups. All students are enrolled in a half-day pull-out program. Many of them attend the transitional bilingual education program at magnet schools; they are bused to the magnet schools from their home school. One of the sampled attendance centers is a small facility that operates only as a magnet bilingual education center;

there are no all-English classes in the building. District Q operates an extensive two-year preschool program at this attendance center.

Although the District administers a large transitional bilingual education program, there is considerable flexibility about program management. Individual attendance centers report somewhat different entrance and exit criteria as well as procedures for integrating the bilingual and all-English curricula and testing procedures.

EXHIBIT Q.1

English Proficiency Levels of Students in Observed Attendance Center

	Observed Class			All Classes Taught by This Teacher		
	Attendance Centers			Attendance Centers		
	01	02	03	01	02	03
Level I	no response	7	no response	6	12	no response
Level II	no response	3	no response	6	6	no response
Level III	no response	1	no response	15	6	no response
Level IV	no response	0	no response	14	0	no response
						total of 36 students

EXHIBIT Q.2

Program Types in Observed Classrooms

Attendance Center	Grades of Children of Observed Classroom	Program Type
01	12th	Lecture-discussion with visual aids in the students' home language & English
02	3rd & 4th	Half-day pull-out using system 80 language masters and audio-visual aids in content areas
03	1st - 3rd	Half-day pull-out magnet program with instruction for the total class in most subjects and children grouped by ability for math

DISTRICT R

A. Context

District R is a unit District reporting 8,000 residents: this represents an increase of approximately 2,000 people since the 1970 Census which reported a population of almost 6,000. The District combines urban, suburban and rural characteristics and is of high socio-economic status. It has a stable population and officials estimate that 85% of the students enrolled in kindergarten complete eighth grade in District schools.

Enrollment in the District has declined from 1650 students in 1976-77 to approximately 1500 students in 1978-79. Declining enrollments contributed to the decision to close one elementary school. The composition of the student body is 92% White and 8% Hispanic according to recent District estimates. The population in need of bilingual education has fluctuated in the past three years from a low of 30 in 1977-78 to a high of 50 in 1978-79. Enrollment in the transitional bilingual education program has risen from 21 students in 1976-77 to 29 students in the current school year.

District R has operated a transitional bilingual education program for three years with State and local support. For 1978-79 the program is allocated approximately $24,000; about 63% of this funding is derived from the State. The funds are used to support a transitional bilingual education program at one elementary school. The District cannot provide a bilingual education program at both the elementary and secondary school levels. Therefore the program enrolls about fifty percent of the limited English proficiency children in the District. They are all of Mexican origin; consequently the bilingual program is conducted in Spanish and English. For this study the Bilingual Program Director, the principal and a bilingual education teacher were interviewed at the District's one attendance center operating a bilingual education program. Ten bilingual education student records were examined. Of these, seven are currently enrolled in the bilingual education program and three have been transitioned. A classroom observation was also conducted. Exhibit R.1 shows the distribution of students by English language proficiency level. About two-thirds are at English language proficiency Level I or II.

B. Design/Process

Responsibilities of administering the transitional bilingual education program are divided among the Program Director under the guidance of the District Superintendent, the school principal and the bilingual education teacher, however, all parties contribute to program management when their expertise is needed. The Bilingual Program Director has the responsibility for submitting the preapproval application and for all communications concerning the bilingual education program. The Program Director provides input into the overall evaluation of the program and computes program budgets. The bilingual education teacher has the responsibility for designing the instructional plan, selecting texts and library materials, selecting teacher aides, and recording and maintaining enrollment and test data. The teacher also determines which students will be accepted into the program and when students are ready for transition. The school principal is responsible for the performance of the program and the teachers. It is his responsibility to monitor the bilingual education program and insure that the mainstreaming of the student is as smooth as possible.

It is agreed that there are no formal guidelines for acceptance into the bilingual education program. Students are referred to the program by other teachers or parents. The bilingual education teacher determines the level of English language proficiency through oral and written tests. Exit or mainstreaming from the program is done on a judgmental basis by the bilingual education teacher, although close communication is kept between the receiving and bilingual education teachers.

There are no specific procedures for transitioning a student. When the bilingual education teacher feels a student is proficient in English and can do well in an all-English atmosphere, the parent is notified and the student is transitioned. Communication between the English teacher and the bilingual education teacher is at first maintained on a daily basis and then less frequently until the student is comfortable in his/her new classroom. Students generally remain in the program for three years, although mainstreaming can occur earlier at the bilingual teacher's discretion.

Parents are very supportive of the bilingual education program and offer few suggestions for improvement of the program. They indicate that their children can understand more with proficiency in two languages. The children appear happy in their parents' eyes and are progressing well.

Teachers in the bilingual education program are required to possess a bilingual education teaching certificate from the State, therefore, English and Spanish proficiency is assumed to be adequate. Several interviewees mentioned that it was very difficult obtaining a good bilingual education teacher. The program is presently employing its fourth bilingual education teacher in as many years. Officials report that in the past there was an inadequate number of bilingual education teachers; the problem has been rectified with the increased availability of good, qualified teachers in recent years.

The bilingual education teacher plans the daily schedule around the mandatory guidelines prescribed by the State. This includes sixty minutes per day in both math and reading with approximately half the teaching time spent in the students' home language. Also included in the daily schedule is twenty to twenty-five minutes per day in English language arts or English as a second language.

The instructional strategy used at the school can best be described as pull-out (approximately half-day) with instruction alternately in English and Spanish. The teacher provides instruction in language arts in English and Spanish, ESL, science and social studies. Mathematics instruction is provided to children in kindergarten and first and second grades. There is very little difference between the curriculum in the all-English and bilingual classroom. Whenever available, texts are obtained in Spanish that parallel the English editions. A summary of the instructional method is presented in Exhibit R 2.

During the classroom observation many of the bilingual education students were on a field trip accompanied by the teacher aide. The observation was conducted with two students and the bilingual education teacher present. Only English was spoken during the observation.

Parent involvement in the bilingual education program has been limited. The mandatory meetings between the parent and teacher are well attended but little or no participation from the parents is found in PTA or classroom activity functions. The bilingual education program has no school social activities and only twenty-five to fifty percent of the parents attend parent advisory meetings. An interviewee acknowledged that parents of bilingual education students have had the opportunity to be involved but they have not accepted the invitations.

C. Outcome/Results

The students' progress in understanding and speaking English is generally considered"good",meaning the students will be transitioned after three years of bilingual education. The English reading and writing skills of the students are also considered"good". The average student in the survey from the teacher's point of view is a first grade pupil at a Level II in English language proficiency.

The academic performance of the bilingual education student is considered"good"in the subject areas of language arts in the home language, language arts in English, social studies and science. The teacher reports that the average student is less than one year below age, grade level, and ability in these subject areas and above or commensurate with grade level in mathematics. It is difficult to confirm this report using the students' cumulative records because the majority of students are in kindergarten to third grades, and many of the pupils are new to the program. Formal grading procedures are not established in these primary grades of the program. One of the transitioned students is performing satisfactorily in all subject areas except reading English.

Attendance of the bilingual students in school is reported to be excellent. Although the sampled student records are not conclusive, few of the sampled pupils missed more than seven school days per year. This is commensurate with other pupils at the attendance center. The transitioning of a student to an all-English class has no effect on the student's attendance according to District and attendance center personnel.

Factors considered important for the amount of time a student spends in the program are:

- the guidelines that are set in the planning process for each student
- the transiency of the student population
- the amount of time the family has spent in the community.

The bilingual education teacher indicates that if a child enters the program with strong native language skills, the student has the basic concepts for learning the English language. Individual assistance and programming given each child reduces the length of time the student spends in the program. The interviews and data collected reveal little information on the number of students transitioned in the past two years. Student records do not show when the student enters or leaves the bilingual education program and the new teacher only has information on her present class.

Interviewed bilingual education teachers indicate that students in the transitional bilingual education program feel good about themselves and this is reflected in the way they relate to their teacher. The students are talkative and relate well with others, and they appear comfortable speaking with others. The transitioned students are reported to be proud of their ability to read in English. Some transitioned students avoid contact with other Spanish students, however.

D. Major Findings

District R operates a small transitional bilingual education program and is taking advantage of some opportunities that small size can offer. For instance, the bilingual education teacher and regular teachers maintain close rapport with one another and provide individual guidance to the bilingual education students. The staff work together as a team and help one another out whenever possible. In addition, the program is housed at one attendance center to avoid isolation of a few students at numerous locations.

The District recognizes that the benefits of the program are also somewhat limited because of its small size. The foremost problem revolves around funding; State funding for the transitional bilingual education program allows for only students in kindergarten through the fifth grade to participate.

The District has been fortunate to receive "free" help from another District including occasional visits by a bilingual psychologist. However some older students have not been able to receive transitional bilingual education training and students' special needs cannot be addressed to the District's satisfaction.

The program has also suffered because there have been four bilingual education teachers in the past. Some of those teachers did not relate well with other teachers or their students and the program has suffered as a result. The concensus of opinion in the District is that some problems remain from the past, but new leadership this year has made progress in overcoming past difficulties.

The bilingual education program will emphasize parent involvement in future years. Past efforts to get parents involved have not been effective. In many cases both parents work and are unable to participate in their children's school activities.

EXHIBIT R.1

English Proficiency Levels of Students in Observed Attendance Center

	Observed Class	All Classes Taught by This Teacher
Level I	0	9
Level II	0	5
Level III	1	6
Level IV	1	1

EXHIBIT R.2

Program Types in Observed Classroom

Attendance Center	Grades of Children in Observed Classroom	Program Type
01	2nd	Pull-out program with instruction given as a total class and in smaller groups; children are grouped by ability in constantly changing groups

DISTRICT S

A. Context

District S is a low socio-economic urban community of 185,000 people. Since the 1979 Census, the community has experienced little growth in terms of total population. The District reports that over 60% of the students remain enrolled in the school district from kindergarten through eighth grade. Presently, the District reports a total student enrollment of approximately 35,000 with an ethnic composition of 80% White, 9% Black, and 11% Hispanic. The District has operated a bilingual education program since 1973. For the past three years, the program has been funded jointly by Federal, State, and local monies. The State contributes approximately $85,000 while the District gives $67,000 to the bilingual education program. According to the District officials the number of limited English proficiency children is 250, and 61% (154) of these children are enrolled in the bilingual programs in one elementary and two secondary attendance centers. For this study, the District program director as well as principals and bilingual education teachers were interviewed at the District's three attendance centers with bilingual education programs. In addition, 24 bilingual education student records were examined. Exhibit S.1 gives a distribution of the bilingual education students' English proficiency levels for classrooms observed in the three attendance centers. Out of a total of 49 observed bilingual education students, 22.4% (11) were at English language proficiency Levels I and II and 77.6% (38) were at Levels III and IV.

B. Design/Process

The bilingual education program in District S is administered by the Bilingual Program Director with the support of the bilingual staff and the parents. Specifically, the Director is responsible for:

- coordinating all district bilingual program activities
- supervising the bilingual personnel
- maintaining enrollment statistics and test data
- monitoring student progress
- evaluating teacher's performance

In addition, he conducts informal classroom visits to get some first hand experience on the students' performance. The principals have little input in the programs. Although the programs are physically located in their attendance centers, they report that all decisions with regard to bilingual education are made at the District level. They only monitor the bilingual teachers as part of the overall teacher evaluation.

The District has a set of guidelines for enrolling students into the bilingual programs. Placements are made on the basis of language test scores, interview with the Director, assessment of the bilingual education teacher, and results of the teacher-made tests. The students are generally referred by other teachers and/or by the community. After they are enrolled they receive instructions in home language in the areas of language arts, mathematics, social studies, and science. They also attend English language arts and ESL classes to improve their English skills. The average length of time that they remain in the program is two to three years. When they have achieved English proficiency they are transitioned to the all-English program. The decision for transitioning is made jointly by the Director and the bilingual education teachers. Again, standardized test scores, teacher's recommendations, and students' classroom performance all form the basis for their decision. Once the students are transitioned out of the program, little contact is maintained between the bilingual education teachers and the receiving teachers.

The bilingual education programs in District S are based on the half-day pull-out model. In the three observed attendance centers, students of varying levels of English proficiency attended the same class. For example, in one secondary attendance center, 15 students with English proficiency levels ranging from I to IV were in the same social studies class. The class was conducted in Spanish. The teaching format used was mainly a lecture style with many brief question and answer periods for both the students and the bilingual education teacher to review and clarify course materials that were being taught. A film was also shown to supplement the classroom activity. As indicated by the observer, the classroom atmosphere was congenial. The students were quite relaxed and fully participated in the class discussion. The bilingual class observed in an elementary attendance center was a math class. Fifteen third grade students of differing Levels of English proficiency were working together in this class. Both Spanish and English were used in lecturing and helping students on workbook exercises. In this class, an aide was available to work with students in small groups. The bilingual teachers introduced the lesson, demonstrated the new mathematical operations, and solved a few sample problems for the total class. Then the students were asked to work some of the problems in their workbooks. At this time both the teacher and aide circulated among the students giving individual assistance as needed. See Exhibit S.2 for the program types of the observed classrooms.

The parents in District S are generally more satisfied with the bilingual program than they have been in the past. They report that the program now helps their children learn two languages correctly. Their children are proud to be able to communicate with people in the English speaking community and at the same time, enjoy the privilege of knowing their home language. The program features that parents list as being important to their children's success in school are teachers' competence and sensitivity. They further stress that a competent teacher not only teaches new academic skills but also gives the students a sense of security, thus encouraging them to try out new ideas and words without feeling inadequate. The bilingual program provides additional opportunities for their children to meet other students of similar cultural background so that they do not feel awkward or singled out in the attendance centers.

According to the parents, one aspect of the program that needs improvement is the incorporation of cultural activities into the classroom. These parents would like to see an increase in different types of social activities and training workshops that will help other teachers and students to understand and accept their cultures.

The hiring method for bilingual education teachers in District S is not different from the overall district policy. The bilingual education teachers are required to have an Illinois State Bilingual certificate, native fluency in English and Spanish, and demonstrate their understanding of other cultures. The bilingual education teachers are usually recruited through advertisement in educational bulletins and newspapers, the State bilingual office, and local college communities. The present bilingual education teachers have been teaching in the program from one to six years. In addition to Spanish language arts, they also teach classes in ESL, math, social studies, and science.

C. Outcome/Results

Both the District and attendance center personnel rate the bilingual education students as having "good" understanding of spoken English. Their ratings of English writing ability range from "fair" to "good". In terms of progress in subject areas, the bilingual education students are rated "excellent" in mathematics and "good" in all other subject areas. The transitioned students are rated by the District as performing at grade level with respect to all subject areas. This is also supported by the students' records at the elementary level. The bilingual education students spend an average of three years in the program and are transitioned when they become proficient in English. It is pointed out that sometimes parents are reluctant to have their children transitioned out of the program for fear that they may lose their home language skills.

A sample of the students' records from District S shows that the secondary students' grades vary from year to year. For example, the grades for school year 1977 - 1978 tend to be "B's" and "C's" in all subject areas. However, for the school year 1978 - 1979, the grades cover a whole range of "A" to "D" in the same subject areas. The elementary students' grades tend to gather at the mean of "B's" and "C's" for the school years that are reviewed. In the secondary students' records, five different types of tests were found for assessing the students' language and academic skills. The elementary students' records show a total of thirteen different tests, although not each test is used with each student.

The factors that are listed as important to students' gains in English are consistent at the District and attendance center level. Previous school experience, parent's interest in education, teacher's expectation, and support are considered to be positive elements that help students' performance.

The bilingual education program is viewed as having good effects on the students' self-esteem. Both District and attendance center personnel indicate that the students feel special in the program. They like to have the additional support of the bilingual education teachers. Although there is pressure for them to perform, they do take pride in their accomplishments. The positive reinforcement that they receive further encourages them to participate and compete with the all-English speaking peers.

The attendance records of the bilingual students do not differ significantly from those of the total student body. These students are reported to be highly motivated and do come to the attendance centers regularly.

D. Major Findings

District S operates a bilingual education program in three attendance centers. The program is serving 154 students ranging from elementary to high school school age. The District is reported to be satisfied with the program design. It points out that well qualified staff, dedicated personnel, community involvement, and positive interaction between bilingual education students and all-English speaking students all contribute to the smooth implementation of this program.

Both the District and parents agree that the program should employ more full-time bilingual education teachers so that the program could be expanded. Parents have also recommended that the program should work more closely with them, and, if possible, involve them in some teaching positions.

The District administers as many as thirteen different standardized tests to monitor the students' progress. According to the sample of 25 students' records reviewed, the ones that have been administered to at least five students are the Interamerican Reading Test, Prueba Habilidad General, and Inter-American General Ability Test. This year the District has been pretesting and post-testing bilingual education students with the Inter-American series (3rd - 12th grade) and the CTBS (K - 2). Next year, the District plans to use the CTBS for all grade levels.

Other plans for next year include solving the parents' dissatisfaction with the present situation in which a student spends a half day with a regular teacher who is often not prepared to handle language and cultural difficulties. Next year, the District will move the 4th, 5th, and 6th graders to another building where bilingual education services will be available all day. While the District believes that all the problems concerning the bilingual education program have not yet been fully solved, administrators report that much progress has been made over the past year.

EXHIBIT S.1

Ebglish Proficiency Levels of Students in Observed Attendance Centers

	Observed Class			All Classes Taught by This Teacher		
	Attendance Centers			Attendance Centers		
	01	02	03	01	02	03
Level I	3	2	0	3	no response	0
Level II	2	2	2	2	no response	7
Level III	1	8	7	2	no response	9
Level IV	2	5	15	2	no response	24

EXHIBIT S.2

Program Types in Observed Classrooms

Attendance Center	Grades of Children in Observed Classroom	Program Types
01	9th & 10th grade	Self-contained half day
02	7th & 8th grade	No response
03	3rd grade	Half day pull-out

DISTRICT T

A. Context

District T is a unit school District serving an urban area of low socioeconomic standing. Total population in the District has risen 11% since 1970, from 36,000 (1970) to an estimated 40,000 (1979). According to the 1970 Census the ethnic composition of the population was 7.5% Black and 11% Hispanic. A stable area, District T, estimates that 50% of the students entering kindergarten remain in the District through 8th grade.

Approximately 9000 students are enrolled in District schools; of which 30% are Hispanic, 17% are Black and 2% are Oriental or American Indian. According to District reports, the number of children in need of bilingual education has varied considerably from year to year, ranging from a low of 382 in 1976-77 to a high of 521 in 1977-78. The District indicates that enrollment in the transitional bilingual education program has increased nearly 25% in three years, from 457 in 1976-77 to 571 in 1978-79. Thus, this District may be classified as having a large transitional bilingual education program. The Assistant Superintendent of Elementary Education, the Bilingual Director and principals and bilingual education teachers from three attendance centers at the elementary, junior high and high school level were interviewed for the purposes of this study. A total of 29 student records were examined, of which 21 are currently enrolled in bilingual education programs and 8 have been transitioned. The English proficiency Levels of the children at the sampled attendance centers are presented in Exhibit T.1. The sampled teachers instruct mostly Level I and II students; 37% of the students are at Level III or IV English proficiency.

The District began a TESOL program in 1968 and has operated a formal bilingual education program since 1974. State funds have been used to support the program for the past three years. In 1978-79, the District was allocated approximately $175,000 in State funds and budgeted an additional $107,000 in local funds for the transitional bilingual education program.

B. Design/Process

The transitional bilingual education program is administered by a Coordinator and a Bilingual Program Director, the latter also serves as an Assistant Superintendent of Elementary Education. Budgetary negotiations are handled by the Program Director while the Coordinator overseas program operations including: diagnostic testing, teacher evaluation, in-service training, bookkeeping, correspondence and community liaison. The Coordinator and the Director jointly prepare the preapproval application with input from bilingual education and cooperating teachers. A recently implemented District-wide teacher evaluation program that involves goal setting on the part of individual teachers will result in the Coordinator assuming responsibility for supervising the classroom instruction given by the bilingual education program.

In order to be hired as a bilingual education teacher, an applicant must have a State certificate. Applicants are interviewed by the Program Director and the Coordinator to determine his/her proficiency in English and Spanish. The bilingual education teachers who were interviewed for this study had between eight months and three years experience in the District's transitional bilingual education program.

Although the bilingual and all English curricula are parallel in many subjects, the bilingual education program provides more individualized attention and emphasizes verbal ability. Integration of the curricula is achieved through informal meetings with the principals and the cooperating teachers. At the secondary level, the bilingual education students use the same textbooks as their English speaking peers except for language arts. Although Spanish textbooks are available, teachers and students prefer using the same textbooks used in the regular English classrooms.

Contact between the bilingual education teachers and the cooperating teachers concerning currently enrolled students occurs on a continuing basis. In addition the teachers meet at the end of each grading period to discuss grades, problems and the possibility of transition. For transitioned students there is an initial conference to discuss the student, and informal checking on progress occurs for sometime to ensure that no problems arise. One teacher tries to have transitioned students attend his homeroom to check on their progress.

Students who are judged to be at English proficiency Levels I, II or III are considered eligible for enrollment in the program. Tests, the informal assessment of the bilingual education teacher and referral by cooperating teachers are the primary means of identifying children in need of bilingual education. Parental approval is required before the child can be enrolled. Children are deemed ready for transition from bilingual education classes on the basis of tests and the bilingual education teacher's judgment. Transition is achieved gradually by mainstreaming a child in one subject for a semester or a quarter and observing his/her performance in that class. If the student does well, he or she is fully mainstreamed in the subsequent semester. The District reports that the average child entering at English language proficiency Level I remains in the transitional bilingual education program for an average of two to three years.

A variety of instructional methods are used as indicated in Exhibit T.2. Interviewed teachers indicate that they provide instruction in language arts in the home language, ESL, mathematics, science and social studies. Two out of three interviewed teachers also teach language arts in English. In addition to the methods used in the observed classrooms, one elementary level bilingual education teacher is using the LEOCOLOR method. This is a technique that uses color coded charts of phonics and words to help children build sound combinations, words and sentences in English based upon their knowledge of home language sounds. It is an integrated system that has its own wall charts, pictures, texts, worksheets and audio-visual aids.

In two of the three observed classrooms the teacher spoke primarily in Spanish, as did the students. In the third classroom the teacher spoke primarily in English and the students generally responded in the home language. Both of the observed classrooms at the secondary level have an aide, although one aid was not talking during the observation period. During the observation period, children were doing individual work under the teacher's supervision half the time; the remaining time was spent instructing the entire class.

Parents tend to participate most actively in those activities that involve the bilingual education teachers. Attendance at meetings with the teacher and at school activities to which the parents are expressly invited by the bilingual education teacher is generally around 90%. Attendance at the District level Parent Advisory Committee has been limited. Parents indicate that their children are making good progress and feel the bilingual program will help them obtain employment in the future. Parents offered no suggestions for improving the transitional bilingual education program. Most of the interviewed parents had been residing in the U.S. for less than two years.

C. Outcomes/Results

The bilingual education students are reported to be making "good" to "excellent" progress in understanding English; their ability to speak, read and write English is not progressing quite as rapidly. One reason for this is the emphasis the District places, while in the program, on understanding and speaking English; the District states that once the students are transitioned, reading and writing skills improve. The sampled student records indicate most enrolled and transitioned students recived "A's" and "B's" in reading in 1976-77 and 1977-78. For the 1978-79 shcool year, the reading grades of the transitioned students remained high, while three of the five enrolled students for whom grades were available received "C's" in reading.

The bilingual education students' progress in math, social studies and home language is considered "good" to "excellent" by the bilingual education teachers. The teachers indicate that the children are making somewhat less progress in science and English language arts. They explain this is because English is still somewhat new to the bilingual education students, whereas math concepts are the same in both languages. This assessment is difficult to verify from the sampled student records. Many of the sampled elementary level students were in their first year of school at the attendance center and had no grades on their cumulative records. At the secondary level, the sampled enrolled students generally recieved "A's" and "B's" in the academic subjects in 1976-77 and 1977-78; grades for the sampled students dropped to primarily "B's" and "C's" during the current school year.

Attendance center and District personnel indicate that the bilingual education program has a positive effect on the students' attendance; two of the three attendance centers report that the attendance of bilingual education students is better than that of the general student body. The program also has a positive impact on the children's self-esteem. Reportedly, the children are less frightened and better able to cope after enrollment in the transitional bilingual education program.

In the past, the District has not kept records of the number of children annually transitioned out of bilingual education. The District reports that 42 students have been transitioned during the 1978-79 school year. Eighty-six more students are projected for transitioning at the end of the year for a combined total of 128 out of 500 enrolled bilingual education students, a transitioning rate of 25.6%. Two of the sampled teachers have not been involved with the program a full three years and lack historical information. They report plans to transition 46 out of 132 students enrolled in the 1978-79 school year.

The achievement of students who have been transitioned appears to vary by age. While the records for the sampled elementary students were incomplete, they generally received "B's" and "C's" in 1977-78. Grades for the sampled secondary students who have been transitioned were primarily "A's" and "B's" in all subjects during 1977-78 and again in 1978-79. The students' self-esteem is reported to be generally high after transition particularly as their work improves. However, a few children do experience some reduction in self -esteem after transition.

Since the sampled student records contain incomplete data on attendance, it is difficult to assess the impact of transition on attendance. Teachers report that there is usually no noticeable effect; children's attendance is good before and after transition.

D. Major Findings

District T indicates that it has developed an extensive system for testing the language proficiency and achievement of bilingual education students. The comprehensive evaluation program for bilingual education students was implemented at the beginning of the 1978-79 school year.

Components of the District's bilingual evaluation design are:

- Supplying teachers with baseline information concerning the English and Spanish proficiency of bilingual program students.
- Giving teachers cognitive and achievement data for their bilingual students

- Instituting a District-wide bilingual testing program (pre and post testing and establishing local norms)
- Providing IOE with data concerning impact of the bilingual program on the participating students.

The District testing program encompasses Kindergarten to 12th grade and involves the pre or post testing of bilingual students, by grade level, using the following tests:

- Metropolitan Reading Test
- Boehm - Language Development
- James Language Proficiency
- Metro Readiness
- Carrow Elicited Language
- Peabody Vocabulary
- Language Assessment Scales I
- Language Assessment Scales II
- Nelson Reading

Some of the tests are given in accordance with Title I in-service training and the scoring is manual. During the months of April and May a summary of findings will be written. In checking with the bilingual education teachers, the students' test scores were obtained. The records indicate that many of these tests have been administered to bilingual education students this year, but it is too soon for post-tests to have been administered.

One bilingual education teacher is experimenting with a system, known as LEOCOLOR, that involves color coded phonic charts to help children learn to construct sounds, words and sentences in English. Other teachers are grouping children by grade level and/or ability and using a mixed language approach to instruction.

The District has developed a set of procedures for the transitioning of students out of the bilingual education program. Children's readiness for transition is assessed on the basis of test results and the bilingual teacher's judgment. Children who may be ready for transition are placed in an all-English class in one subject for a quarter. Prior to full transitioning, the children's achievement is monitored to determine whether they are able to function well in an all-English setting, and a release form signed by the principal or the bilingual education teacher is sent to the student's parents.

Parents express support for the instruction their children are receiving in the transitional bilingual education program and attend meetings at the request of the bilingual teachers. They are less willing to participate in general school activities and District-wide activities.

EXHIBIT T.1

English Proficiency Levels of Students
in Observed Attendance Centers

	Observed Class			All Classes Taught by This Teacher		
	Attendance Centers			Attendance Centers		
	01	02	03	01	02	03
Level I	1	17	0	7	17	10
Level II	4	8	9	11	8	20
Level III	5	5	9	7	5	20
Level IV	0	11	0	0	11	0

EXHIBIT T.2

Program Types in Observed Classrooms

Attendance Center	Grades of Children in Observed Classroom	Program Type
01	1st	Pull-out program using manipulative materials and seat work for reinforcement of leaving
02	7th - 9th	Departmentalized model grouped by grade or ability level using a mixed language approach
03	10th and 11th	Departmentalized model using English textbooks and bilingual discussion

DISTRICT U

A. Context

District U is a unit District serving an urban population of approximately 37,000 residents. Population size of the District has declined slightly over the past nine years: according to the 1970 Census, the District's population was 38,954. Socio-economic status of the District is classified as low and there is considerable movement in the population. Although few individuals reported living in the same residence in 1965 as 1970, this pattern is not repeated in the District's schools where approximately 60% of the students remain for K through 8th grade. The academic nature of the community may explain the mobility patterns noted above because the transient university population may not include many school age children.

Coinciding with the overall decline of the population has been a similar drop in school enrollments: while District officials report a total school enrollment of 5541 for 1979, the Fall Enrollment and Housing Report shows an enrollment of 5601 for 1977-78. According to District officials, the ethnic composition of the student population is 18% Black, 2% Hispanic and 3% Asian.

District U has had a bilingual education program for six years and has received State funding for a transitional bilingual education program since 1976-77. State funding has increased from $56,000 in 1976-77 to about $83,000 in 1978-79. Local funding has changed as a result of preapproval guidelines from $200,000 for 1977-78 to $45,000 for 1978-79.

One hundred fifteen elementary level students are enrolled in bilingual education programs within the District while junior high and high school students attend bilingual education programs in a nearby District.

For the purpose of this study, District officials as well as the principal, bilingual education teachers and cooperating teachers were interviewed at the District's one elementary level attendance center operating a bilingual education program. In addition student records were examined of seven currently enrolled students and four transitioned students.

The English proficiency Levels at the observed attendance center are shown in Exhibit U.1. As can be seen from the Exhibit, all students in the observed classroom were at English language proficiency Level III. For all classes taught by the observed bilingual education teacher, no students were at Level III while approximately two thirds are at Level I and II and one third at Level III.

B. Design/Process

The principal of the elementary school that operates a bilingual education program also serves as the Bilingual Program Director. The Program Director, under the guidance of the District Superintendent, has responsibility for hiring personnel, authorizing disbursements and coordination with District procedures. Assistant Program Coordinators in the attendance centers are responsible for certain aspects of program administration such as maintaining historical enrollment data and evaluating bilingual teachers. Program planning is a joint effort that involves discussion among the Program Director, the bilingual and cooperating faculty and parents.

Children are identified for enrollment in the transitional bilingual education program based upon a screening by the Program Director or coordinator and the results of a teacher developed language dominance test. Exit from the program is a gradual process in which home language instruction decreases as English skills improve. Many children do not fully leave the program until they leave the school. Readiness for transition is assessed using reading and writing tests and on the basis of consultation with the home-room teacher. Children are reported to spend an average of two years in the transitional bilingual education program, assuming they are of average ability and enter at English language proficiency Level I. This is partially confirmed by the sampled student records; all the sampled and transitioned students were enrolled in the program for less than two years. Mobility of the students is reported as a major factor in determining their length of time in the transitional bilingual education program.

The District serves children of varied backgrounds including Japanese, Thai, Farsi, Arabic, Portuguese, Spanish and Hebrew. The diversity is dealt with through the use of four part-time teachers in large classrooms that have been divided into separate work areas. Each teacher works with a small group of up to 12 children who may be in several differnt grades. Teachers emphasize oral discussion supplemented by standard and teacher developed written materials and audio-visual aids. The grade level of the observed students and the instructional methods used are summarized in Exhibit U.2.

During the observation period groups of five children or less were involved in language arts lessons; this is the major area of concentration in the bilingual classroom. Several groups were using workbooks and discussing answers to questions in the workbooks; one group was writing a composition in English. All the observed students were at English proficiency Level III; two groups were conducting the lesson entirely in English, while the remaining groups conversed entirely in the home language. Four bilingual education teachers aided the students with their work.

Bilingual education teachers in District U are required to meet State requirements for certification in bilingual education and elementary or secondary education. They are required to pass a state examination testing their English proficiency and are interviewed by parents who test their home language proficiency. The Program Director interviews all candidates to learn about their attitudes toward discipline and their teaching methods.

There was considerable parental involvement in the bilingual education program during its first years of operation. Parental involvement has decreased over the years as parents have become more satisfied with the transitional bilingual education program. Parents frequently attend meetings with teachers and school social activities. Parents indicate great satisfaction with the program; children are learning English rapidly and the teachers are considered excellent. The parents also note that the program has supported the children's self-esteem and made them feel that they have something to contribute.

C. Outcomes/Results

According to the District, children are making "excellent" progress in understanding and speaking English and "good" progress in reading and writing English. Home language proficiency and parental reinforcement of English are reportedly important factors contributing to this level of achievement. The sampled student records confirm high achievement in English; transitional and enrolled children are generally receiving grades of "satisfactory" or higher in reading and writing English. Achievement in subject areas is generally also rated as "good" with students achieving at a level commensurate with age, grade and ability in most subjects. The District reports that science is the students' weakest subject, although this is not reflected on the sampled student records. Children generally received grades of "satisfactory" or higher in math, science and social studies in 1978-79.

Attendance of the students in the transitional bilingual education program is good. Most of the sampled students have been absent three days or less in 1978-79. The bilingual education program is regarded as a positive influence on the students' self-esteem because the students are made to feel that bilingualism is an asset. The program helps them feel they are a part of the school and gives them a chance to test their English skills in a comfortable environment.

The bilingual education teacher at the attendance center visited reports transitioning nine students in 1977-78 and 12 students in 1978-79. With a total of 37 students taught by this teacher during 1978-79, the transitioning rate is 32.4%. The transitioned students are achieving good grades and their grades are similar to those of the enrolled students. The special help provided in the transitional bilingual education program, students' motivation and assistance from other students are credited with helping them achieve in an all-English classroom. They are reported to be very proud of their accomplishments and happy to be able to participate in an all-English classroom. Transition has not had any noticable effect on the attendance of these children.

D. Major Findings

District U reports using several tests to initially place and later measure the progress of the bilingual students. Among these are the James Test of Language Dominance, the Boehm Test of Basic Concepts, the Gates-McGinitie Reading Tests, and the Inter-American Reading Test. The sampled student records included few references to standardized tests; most students sampled had no test scores on their records. The only test noted on four out of the ten student records was the California Test of Basic Skills.

Bilingual education teachers have taken a very active part in the operation of District U's transitional bilingual education program. They have developed a test for identifying the student's dominant language and much of the instructional material. They are responsible for teaching English language skills in an ESL program and do not have responsibility for teaching academic subjects. Children are instructed in academic subjects in their homerooms. This appears to be a satisfactory arrangement because children are doing well in school and cooperating teachers are satisfied with their progress.

One disadvantage noted with the pull-out program is that is creates some scheduling problems. Attendance center staff feel that this limitation is overcome by the freedom the pull-out program offers for providing children with other special services, as needed. They feel this assistance could not be offered in a self-contained classroom.

The District serves children of diverse linguistic backgrounds by having several bilingual education teachers in the same classroom. The room is divided into separate work areas and each teacher works independently with a group of up to 12 children. The District feels the program could be strengthened through extension of bilingual education to the junior high school level although this is not currently feasible because of funding limitations.

EXHIBIT U.1

English Proficiency Levels of Students in Observed Attendance Centers

	Observed Class	All Classes Taught by This Teacher
Level I	0	7
Level II	0	20
Level III	10	10
Level IV	0	0

EXHIBIT U.2

Program Types in Observed Classrooms

Attendance Center	Grades of Children in Observed Classroom	Program Type
02	3rd - 6th	Pull-out program using separate groups taught by difference teachers using the oral discussion method.

District V

The site visit in District V involved interviews with District officials and a site visit at one elementary school. At the school the records of 15 students currently enrolled in the program were reviewed.

District V is a unit District in a rural area of medium socio-economic status. It is a stable community with a population of 2070 people according to the 1970 Census. Census data indicate that over 60% of the people reported living in the same residence in 1965 and 1970. The District contained no Blacks or Hispanics in 1970, according to the U.S. Census.

Although District officials report an increase of only 100 individuals in the total population between 1970 and 1979, the ethnic composition of the population has changed considerably. The District reports that 80% of the student body is White and 20% is Hispanic.

Enrollment in District schools has declined from 380 in 1976-77 to 330 in 1978-79. Enrollment in the transitional bilingual education program, however, has increased during these years from 10 children to 17 children.

As shown in Exhibit V.I 59% of the children are classified as Level I or II English proficiency and 41% are at Level III or IV English proficiency.

The District operates one bilingual education classroom for the limited English proficiency children at the elementary school level. The program was initially funded by State funds alone; however, for the current school year it is being supported by 50% State and 50% District funds. Although the program has been supported by State funds since 1976, it has been in operation for nine years.

B. Design/Process

The bilingual education program for District V is designed and coordinated by the Bilingual Program Director under the direction of the District Superintendent, parents, school personnel and the community provide input in program planning. Since the Director also serves as the principal of the elementary school where the program is operated, the Director's responsibilities span a wide spectrum. Responsibilities as Program Director include:

- proposal writing
- liaison with state educational personnel
- coordination of curriculum activities between the bilingual education teacher and cooperating teachers

- maintenance of student records
- monitoring teachers' performance
- monitoring students tests
- maintaining liaison with parents and community

At the school level, the bilingual education teacher and subject area teachers are responsible for monitoring the students'progress, implementing the instructional plan, administering tests and maintaining records of the students' performance.

Entrance to the bilingual program is determined by the students' performance on teacher made tests, interviews with the bilingual education teacher, the bilingual education teacher's assessment of student's English proficiency level and parental permission. Some students are identified and referred by community groups; however, they still go through the process described above in order to be admitted to the program. There are no formal exit criteria for this school district. Since the bilingual education program only exists on the elementary school level, when students reach junior high school age they automatically move to the all-English curriculum.

The average length of time that students remain in the bilingual program is three to five years. Children receive 90 to 120 minutes of daily instruction in home language arts and 90 minutes of instruction daily in English as a second language from the bilingual education teacher in a pull-out model setting. Children attend all-Englsih classes for the instruction in other content areas.

Exhibit V.2 summarizes the grades of the children in the observed classroom and the program type. During the classroom observation the teacher worked with small groups of children (4) without an aide for assistance. This particular observation was made when the students were learning English spelling. Much of the activity concentrated on sentence and word drills, pronunciation, dictation, and discussion of a story. The teacher utilized pictures to emphasize new words. Most students spoke in Spanish while the teacher conducted the lesson primarily in English. The classroom atmosphere was friendly; the students seemed to be relaxed and attentive to the teacher.

The bilingual education teacher maintains close contact with teachers who have bilingual education students in their classes. Meetings are held on an as needed basis to discuss students' progress and particular problems that may have arisen in the subject area.

There is no formal recruitment procedure for bilingual education teachers. The present bilingual education teacher meets State certification requirements. In addition to fluency in Spanish, the teacher must be proficient in English. The hiring decision is based on certification, language fluency with experience and recommendations based on an interview with the administration.

Parents meet regularly with teachers to discuss their children's progress. Of all the activities in which parents are invited to participate, their participation is highest at meetings with teachers on school related subjects. Generally parents report satisfaction with the program. They indicate that the bilingual education program provides opportunities for their children to meet other Spanish speaking peers and improves their children's skills in both the home language and English. The factors that parents view as important to their children's satisfactory performance in school are the availability of Spanish language test books and a teacher who speaks Spanish. They explain that communication in the home language helps children to understand some of the more complex concepts in school work.

C. Outcomes/Results

Interviews with the Bilingual Program Director and the bilingual education teacher indicate that most students are making satisfactory progress in learning English. By 4th grade their speaking and reading abilities in English are commensurate with their age, grade level and ability. However, writing in English does present difficulties for some of the bilingual education students. A review of the sampled student records over the past three years shows that most students received a grade of "B" in reading in English and a grade of "satisfactory" in writing in English in 1976-77 and in 1977-78. In the 1978-79 school year the majority of children are still receiving these grades but several students are now receiving "A's" in these subjects. When asked to discuss some of the factors that may influence student gains in English, District and attendance center personnel report that personal attention from the teacher, communication in home language, the school environment, teacher's competence and parent involvement are important.

District personnel report that students are making"excellent"progress in mathematics and"good"progress in science and social studies. Attendance center personnel also report children's progress in mathematics is greater than in social studies and science. Many of the sampled student records do not contain grades for science and social studies. Grades in math range from "A" to "D" with most children receiving "C's" in 1977-78 and most children receiving an "A" or "B" in 1978-79. Individualized attention and parental support are factors that District personnel indicate contribute to the achievement of bilingual education students.

The District reports that five students, or 50% of those enrolled were transitioned in 1976-77, six students, or 46% of enrollments were transitioned in 1977-78, and three students, or 18% of those enrolled, will be transitioned in 1978-79. Transitioned students are reportedly achieving at a level commensurate with their age, grade and ability in mathematics, science, social studies, and English language arts. No records of transitioned students were available so grades for these students cannot be reported. Those students who are transitioned out of the Bilingual Program reportedly adjust well. Since the transition process is a gradual one, most students do not experience any adverse effects.

Generally the bilingual education program is reported to have a positive effect on the students' self-esteem in the lower grades. However, in the upper grades, the students with limited English speaking ability reportedly have lower self-esteem because of financial problems.

Examination of student records as well as the interview with the Bilingual Director show no conclusive evidence that enrollment in the Bilingual Program has any effect on class attendance in this District.

D. Major Findings

In a small school district such as District V, it is difficult to distinguish the operation of the bilingual education program at two separate levels, i.e. District vs. school. In this case study, the Bilingual Program Director is also the principal of the school. The Director is fully in charge of the program and is well informed on the students' progress.

The parents indicate that the program is meeting the basic needs of the bilingual education students. However, the Director acknowledges that many of the suggestions made by the parents are not implemented due to insufficient funding. One such instance is establishment of a bilingual school program. Many parents and the Director indicate that an earlier start in bilingual education would help their children achieve at the elementary school level. Another recommendation of the parents is to extend the hours of operation of the bilingual education program so that children can receive longer hours of instruction in the home language. Again this is not implemented because there are no funds for an additional teacher.

The District administers standardized tests annually to monitor students' progress. The Comprehensive Test of Basic Skills is administered to all students. For bilingual education students, the Language Assessment Scales are used yearly to determine their achievement levels in both English and Spanish. The Director reports that both tests do give a fairly accurate assessment of the students' achievement, but the test scores should not be used as the only source to judge students' performance. The Program Director further emphasizes that the teacher's judgment should be the first measure in determining a particular student's capability.

In District V, there is regular communication and contact between the bilingual education teacher and the cooperating subject area teachers. They are making efforts to adapt curriculum materials to the special needs of the limited English proficiency students.

Exhibit V.1

English Proficiency Levels of Students in Observed Attendance Centers

	Observed Class	All Classes Taught by This Teacher
Level I	2	6
Level II	1	4
Level III	–	2
Level IV	1	5

EXHIBIT V.2

Program Types in Observed Classrooms

Attendance Center	Grades of Children in Observed Classroom	Program Type
01	First Grade	Pull-out model with small group work

APPENDIX F

ANALYSIS PLAN FOR THE COMPUTERIZED DATA FROM THE CHICAGO (DISTRICT 299) BILINGUAL EDUCATION PROGRAM

APPENDIX F

ANALYSIS PLAN FOR THE COMPUTERIZED DATA FROM THE CHICAGO (DISTRICT 299) BILINGUAL EDUCATION PROGRAM

Background

The bilingual education student data available from the Chicago district has been extensively computerized to permit the Chicago Board of Education to deal more effectively with the large volume of data (over 90,000 student records) existing in that district. Data on key tests regularly administered to Chicago students identified as potential enrollees in bilingual education programs are kept on separate computer files, as follows:

- Multilingual Census data file (MLCF)
- Iowa Test of Basic Skills data file (ITBS)
- Comprehensive Test of Basic Skills data file (CTBS)
- Functional Language Survey (now Assessment) data file (FLS/A)
- Short Test of Linguistic Skills data file (STLS)
- Minimum Proficiency Skills Test data file (MPSP)
- Title I Student data file (TITLE I)

A summary tape, called a bilingual placement file, contains a summary of information derived from these files. The volume and complexity of this data require that an analysis plan be formulated to deal with it. The discussion that follows is based on the computer files received by L. Miranda and Associates. It is our understanding that other data files on bilingual students exist (i.e. files of the Boehm, Bilingual Participant File, Primary Attitude Scale and the Pupil Attitude Inventory). Following is an approach for the analysis.

Technical Discussion

In proposing an analysis plan for the Chicago data tapes there are three general issues it seemed relevant to investigate:

- Identifying who is and is not enrolled from the group originally defined as being of interest, i.e., all those of limited English proficiency.
- Determining the effects of enrollment on students.
- Comparing the performance of transitioned children with both enrolled and non-enrolled populations.

These issues correspond roughly to the evaluation model of structure, process, and outcomes made famous by Donabedian. The word "effects" as used above, and throughout this discussion, does not refer to an effect as imposed through some experimental design but rather refers to those factors correlating with the characteristic under discussion (e.g., "effects" on enrollment refer to those variables which correlate reasonable highly with enrollment.)

While the data needed to address these issues are on a single tape file, the size of the file and its huge record length (4573 characters) precludes its use for any extensive analysis.[1] Rather than running programs using more than one file at a time it would be most practical to construct an analysis file using data drawn from the bilingual summary, MCF and FLA files. The analysis file should consist of at least the following variables: ID number, unit number in 1978, unit number in 1979, flags indicating tests taken by the student, age cycle, category of placement (A, B, C, NP), high school placement, teacher rating of level, teacher rating of category, R-scale total, R-scale raw scores, CP scores in English reading and math, MPSP result, average number minutes English instruction per day, average number of minutes home language per day, number of days absent, number of days present, high school year, rater's fluency in student's home language.

While this step is preliminary to performing any analytical runs, it is both necessary and expensive. Not doing this, however, would require multiple file linkages for each analysis run requiring data from more than one file and such processing is extremely expensive when large files are involved.

When this file is being constructed every 200th record should be written on a separate tape as a test file. This will yield a small file of approximately 450 records which can be used to test for missing or miscoded data before processing the entire file.

Step I. Identifying enrollees and non-enrollees

Because elementary schools use the concept of age cycle while high schools use the concept of grade, the distribution of enrollees should be broken out by elementary and high school levels. The first step is to obtain a distribution of enrollees by age cycle for all those enrollees not in high school. The table shell for this is simply:

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[1] Extensive computerized analysis as that which would be required for the Chicago computerized data was outside the scope of work for this study. L. Miranda and Associates went beyond the scope in pursuing this line of inquiry.

NUMBER OF ENROLLEES BY AGE

5	6	7	8	9	10	11	12	13	14

while for high school enrollees it is even simpler:

HIGH SCHOOL ENROLLEES BY GRADE

9	10	11	12

In the same pass through the data the distribution of non-enrollees may be similarly obtained. To obtain an accurate count of those non-enrollees in need of bilingual education programs this count must be adjusted. Because of the possibility that students with surnames that suggest a non-English language background might be surveyed inappropriately, it is necessary to avoid counting all those with a teacher rating level of five or an R-score at or above the level V cutoff points for their age, as established in the bilingual education plan.

It is also necessary to omit counting all those non-enrollees who have been transitioned out. Because there is no ready indicator of transition, this status must be approximated by an algorithm. It is proposed to use the following three conditions as derived from the FY78 Plan for Bilingual Education (p. 78):

1. Enrolled in bilingual program previous year.
2. R-score $\geq$ the level IV lower bound value for the appropriate age group.
3. Teacher rating level $\geq$ IV.

For high school students criterion two is replaced by obtaining a "+" on the MCF evaluation question. As transitioned students are identified a transition flag (1 = transitioned, 0 = not transitioned or unable to determine) will be set in the analysis file record to facilitate identification in later analyses. This is a crude transition estimator and might identify as transitioned students who are not enrolled for other reasons. However, to add more criteria to the algorithm is to raise the processing cost and the additional cost should be weighed against the potential gain in precision before it is decided to refine the algorithm. This approach only applies as long as the appropriate conditions hold, such as the R-score being derived annually.

Once these non-enrollees that are not in need of bilingual educational support have been dropped from the count, what remains are those non-enrollees who should be receiving bilingual services. By adding non-enrollees and enrollees for each age group and dividing this sum into the number of enrollees one arrives at the percentage of those needing bilingual educational support who are actually enrolled. This will show not only the overall effectiveness with which the program reaches target groups but will also show the age groups where program penetration is most and least effective. These computations also allow one to estimate the answers to the first four of the nineteen questions of concern to the Illinois Office of Education.

It should be noted that the derived denominator will include students whose parents have refused to allow them to enroll in a bilingual program. It is probably fair to do this under the presumption that the program staff should be trying to more fully inform these parents of the program's advantages.

Step 2. Determining the effects of enrollment

There is no reliable indicator of how many years a student has been enrolled in a bilingual program if the student has changed schools after entering a program. The "years" variable that was collected on the 76-77 Multilingual Census Form was not included in the 77-78 revision of that document. However, for those who have been in a bilingual education program at the same school for a year or more it is possible to examine some progressive effects since the date the program was entered is captured.

The following table examines the relationship between age and time in program by teacher rating level.

MEAN LENGTH OF TIME IN PROGRAM (MONTHS)
BY TEACHER RATING LEVEL BY AGE CYCLE

AGE	I	II	III	IV	V
6	M= SD=				
7					
o					
o					
o					
13					
14					

Obviously students at the upper rating levels should spend less time in the programs than students at the lower rating levels. If this is not the case then the program needs to be examined more closely to see if students are being retained too long. This table will also reveal the extent of the long-term low progress students since the number of low-level rated students should decrease with age assuming that new enrollees enter these age groups at roughly the same rate (i.e., there are about the same percentage of new 6-year olds as new 10-year olds). This table provides a detailed answer to question 11 of the 19 questions of concern.

An important issue which may affect both the amount of time a student spends in a bilingual program and the level of performance is student mobility. It has been suggested that there is significant movement of students among schools. Such movement would be expected to break the continuity of a student's program, complicate adjustment to school, and generally act to impede the progress of students in bilingual education programs. This hypothesis may be tested by using the FY78 and 79 unit numbers to distinguish between students enrolled at the same school the previous year and those not at the same school the previous year. The following table shell examines this difference and its effects on performance:

MEAN CP READING LEVEL DIFFERENCES BY AGE CYCLE FOR
MOBILE VS STABLE BILINGUAL EDUCATION STUDENTS

	7		8		9		10		11		12		13	
	MEAN	S.D.	MEAN	S.D.	MEAN	S.D.	MEAN	S.D.	MEAN	S.D.	MEAN	S.D.	MEAN	S.D.
CHANGE*														
NO CHANGE														

*CHANGE = different school FY78 and FY79 for bilingual education program enrollees
NO CHANGE = same school FY78 and FY79 for bilingual education program enrollees

Obviously this table would be repeated using CP math scores. If mobility does have an effect on performance it should be demonstrated here. An analysis of variance will show if there is a significant change in reading level attributable to mobility. To test for which age groups this significant difference is true, a Scheffe or Newman-Keuls test can be used.

Attendance is an obviously important factor in school performance and it is important to know if bilingual education enrollment is related to attendance. This would be a positive finding in itself. The following table addresses this question:

ENROLLED
TEACHER RATING LEVEL

Number of Days Absent	I	II	III	IV	V
0-4					
5-9					
10-14					
15-19					
20+					
TOTAL					

NON-ENROLLED
(same table)

The categories of absent days are arbitrary and would change depending on how the data were distributed. For example, it might be true that almost everyone has at least ten absences a year and that forty is a better final category. The hypothesized effect is that the percentage of enrollees in the relatively low absentee categories should increase with rating level. A similar table for non-enrollees will allow comparisons of the two groups to be made as long as the cell entries are percentages of the total number for each column.

Another look at this question can be provided through the following table:

LENGTH OF TIME IN PROGRAM (MOS)

Number of Days Absent	0-6	7-12	13-18	19-24	25-30	31-36	36+
0-4							
5-9							
10-14							
15-19							
20+							
TOTAL							

If the program is viewed positively by enrollees, then absenteeism should decline as time in program increases. Beyond some point, however, continued participation may be perceived by the student as failure to transition. This table should reveal such a point if it exists. It also answers question eighteen of the IOE questions.

It is difficult to use the Chicago data to assess the degree of change in language proficiency levels between 1976-77 and 1977-78 years because of changes in the instruments used to measure these levels. It is possible to look at some of the achievement tests and examine differences between enrolled and non-enrolled populations. One such analysis for high school students involves the Minimum Proficiency Skills Profile which is graded pass-fail. By comparing the pass rate of non-enrollees who are not transitioned with enrollees with at least six months in a bilingual education program, one can determine if enrollment has any effect on this achievement measure. The following Chi-square table will show this:

English Proficiency Level I

	ENROLLED	NOT ENROLLED
PASS		
FAIL		
TOTAL		

The computation should be done for each English language proficiency level/instructional category to control for this variable.

If the chi-square is significant at the .001 level ($\chi^2 \geq 10.83$) this implies that the probability is high that enrolled and non-enrolled students are drawn from different populations. The low p-value is used to protect against spurious significance resulting from the sheer volume of data.

The Continuous Progress Mastery Level tests in reading and math provide another measure of enrollee progress. Because the results of the test are expressed in terms of grade level, they must be presented by age cycle. One can examine the differences between enrolled and non-enrolled students with respect to CP Reading and Math scores. Using an analysis of variance model in a manner similar to that discussed in the section on mobility, both the significance of enrollment status and the age groups for which differences are significant, can be identified. The following format illustrates the form of this simple ANOVA.

CP READING DIFFERENCES BY AGE CYCLE
FOR ENROLLED VS NON-ENROLLED POPULATIONS

6	7	8	9	10	11	12	13	14	
E NE	E NE	E NE	E NE	E NE	E NE	E NE	E NE	E NE	
									MEAN
									SD
									N

The same process would be repeated for CP Math levels as well. This analysis answers in part question eight of the IOE nineteen questions.

The extent to which enrolled students make gains in both English language and other subject areas (IOE questions 7 and 8) may also be addressed using FY77 and FY78 data when the latter are available. This is simply the difference in CP scores between the two years presented by age. The table format would look like:

CP READING SCORE MEAN DIFFERENCES BY AGE CYCLE FOR
BILINGUAL EDUCATION ENROLLEES (FY78-FY77)

	6	7	8	9	10	11	12	13	14
M=									
S.D.=									

The same table can be generated using R-score differences. The sign and magnitude of the difference will indicate if and how much progress has been made. These results can be compared with the results discussed in the FY78 Chicago Bilingual Evaluation Report where it is noted that non-enrollees have a higher level of English proficiency than their enrolled counterparts, and that the difference is relatively constant over age. This discussion does not say if the non-enrolled group includes transitioned students who would by definition perform well. If so, the evaluation report results would understate the program effect.

Step 3. Comparing the performance of transitioned students with both enrolled and non-enrolled populations

The rate of transition can be derived by dividing the number of all those identified as enrolled the previous year into the number of those identified as transitioned. This rate can be compared to the 8% rate derived from the tracking study discussed in the FY78 Chicago Bilingual Education Evaluation Report. The report's transition rate estimate should be considered an underestimate since 399 of the pupils tracked were recent arrivals to the U.S. and would have had no prior exposure to a bilingual education program. Also the study could not adjust for the fact that at many schools transition takes place at the beginning or end of the school year. Nevertheless, the study provides at least a minimum baseline figure for comparison with the estimated rate derived from the entire non-enrolled population.

Another estimate of transition rates can be derived from the supplemental FLS tape. Because this tape contains data on every student in FY78 who took the FLS, not just those who took both the FLS and the MCF, it is a broader source of data for transition than the proposed analysis file drawn from the bilingual summary file. By performing the same computation on this file that is suggested in the previous paragraph a transition rate can be obtained and compared with that derived from the analysis file. Since many of the students on this file are believed to have left the program prior to May 1978, the file may reflect a higher rate of transition than either the tracking study or the analysis file. One can also examine the way in which the transition rate changes over time by dividing the current year's rate by the previous year's rate, forming a moving rate. This may be useful for identifying trends in transition.

If transition is to make sense it should result in students who perform better than their still enrolled counterparts and certainly better than those non-enrolled students who should have been enrolled. The analysis proposed in the previous section can be applied equally well substituting transitioned for both the enrolled and non-enrolled categories. Thus, when substituting transitioned for enrolled the table compares transitioned to non-enrolled non-transitioned students performance by age and when substituting transitioned for non-enrolled, the table compares transitioned students to enrolled ones. One difference in the table structure that should be made is that fewer transitioned students will appear in the lower age groups so that the tables should begin no earlier than at age 7. These tables address question fourteen of the IOE questions set. The Chi-square analysis proposed earlier using the MPSP may be applied to transitioned students using enrolled as the control. The table is simply

	TRANSITIONED	ENROLLED
PASS		
FAIL		

a Chi-square with one degree of freedom. As before, if the Chi-square value is significant at the .001 level, the odds are 999:1 that the transitioned and enrolled groups differ in their pass-fail ratio.

If transition has a positive influence on student behavior, one could hypothesize that transitioned students will have fewer absences than enrolled students (assuming ceteris parabis). This can be tested using a Chi-square analysis as follows:

NUMBER DAYS ABSENT

	0-4	5-9	10-14	15-19	20+
TRANSITIONED					
ENROLLED					

Using $P \leq .001$, this χ^2 with 4 degrees of freedom will show if there is a significant difference between transitioned and enrolled students with respect to attendance. The direction of this difference may be determined using a statistic called Guttman's Lamda (λ) which is usually provided along with the Chi-square computation.

It is possible to perform multivariate analyses of the data. Such analyses permit the investigation of the influence of many independent variables on sets of dependent variables. It is also possible to examine relationships among variables while controlling for the effects of other variables. In this data set this is particularly relevant when controlling for age.

On a data file as large as this one is, multivariate analyses can be very expensive if run repeatedly from scratch. Instead it is better to derive the correlation matrix for all the variables of interest, store it and pull in the appropriate subsets as required for specific applications such as regressions, partial correlations, analyses of variance, etc. To insure that all the information one is likely to need is available, the list of relevant variables cited in the technical discussion should be expanded.

Using multivariate techniques it is possible to examine the effects of variables such as mobility, attendance, mean number of minutes of English per day, mean number of minutes of home language instruction per day, and test scores (CP reading and math, MPSP, ITPS) on transition. A multiple regression will reveal the relative influences of these and any other included variables on transition as it has been defined. The actual regression must be examined to determine if the model can be improved (e.g. by adding cross-product terms representing the interaction of two variables or by squaring a variable to reduce the residual variance).

One approach to examining the relationships that may exist among sets of variables is to use cannonical correlation. This technique relates sets of independent and dependent variables by transforming them into variables that are uncorrelated within sets and yield linear combinations of independent variables that are maximally correlated with their associated dependent variable. The process is analagous to performing a number of simultaneous regressions. Because one is dealing with transformed variables the results of cannonical correlation are not always easy to interpret but the technique may serve to identify relationships among variables that can be explored in more detail by more conventional methods.

To sum up, the proposed analysis plan examines three main issues:

1. increased precision in estimating the number of enrollees, non-enrollees and the adjusted rate of enrollment by age, and identifying transitioned students
2. effects of bilingual education enrollment on performance and behavior of participating students
3. effects of transition on performance and behavior of participating students.

Although this analysis is not as extensive as could have been proposed, it makes no real sense to produce every possible cross-tabulation of variables that can be formed. That approach propagates spurious results since the probability of statistical artifact increases with the number of tests performed.

The time and resources necessary to perform the suggested analyses are not trivial. Producing the analysis file and some of the proposed tables will require direct programming rather than using package programs. It will take approximately 8-10 person-weeks to produce this analysis using about $9-12,000 in computer resources.

Findings Relevant for Analysis of the Chicago Data

Implicit in an analysis plan for any data set is the idea that there exists sufficient documentation for a complete understanding of the data. Some problems and observations concerning documentation and data collection procedures are noted below:

- In order to fully evaluate a complex program like the Illinois Bilingual Education program at least three years and preferably more data should be available in the same format. By the end of FY80 there should be three full years of data using the same coding scheme (e.g., recording length of time in a bilingual program). With these data problems resolved, an accurate and extensive analysis of the data tapes will be possible in ways that are not available now.
- Documentation associated with the Chicago data tapes provided to LM&A consisted of detailed record layout displays. Such documentation is functional for in-house applications but is insufficient for those not part of the Chicago Board of Education staff. Without a detailed understanding of this data it is difficult, if not impossible, to evaluate the program from which the data are derived. Although LM&A staff sought detailed explanations of the data contained on the computer tapes provided by the Chicago Board of Education, it was not until March 16, 1979 that a meeting between the Chicago Board of Education and LM&A staff took place for the express purpose of clarifying the contents of the tapes, particularly the summary file. Time constraints of Chicago Board of Education staff did not permit an extensive discussion of the other data files. A discursive description should be written for each data file that explains in clear language what the variables are on the file and what they mean.
- Analyses of this data already performed by the Research and Analysis division of the Chicago Board of Education provide useful guidelines and direction for researchers and evaluators not part of CBOE. Reports like the Bilingual Education Evaluations or even interim data analysis plans should be made available to such users as expeditiously as possible. Lack of their prompt availability on this project meant that key information on the use of the Chicago data was not available to facilitate the development of the analysis plan.
- Revisions to the data collection instruments have made it impossible to compare results of the FLS for the years FY76 and FY77 (7 of the 15 items were changed). The variable on the FY76 form which captured the number of years in the program was deleted from the FY77 form. This variable should be kept since it facilitates calculations of the distribution of time in the program.

- The omission of a transition indicator makes it difficult, uncertain and costly to identify transitioned students. A transition status indicator has been restored to the FY 79 Bilingual Participant Form.

APPENDIX G

ACKNOWLEDGMENTS

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